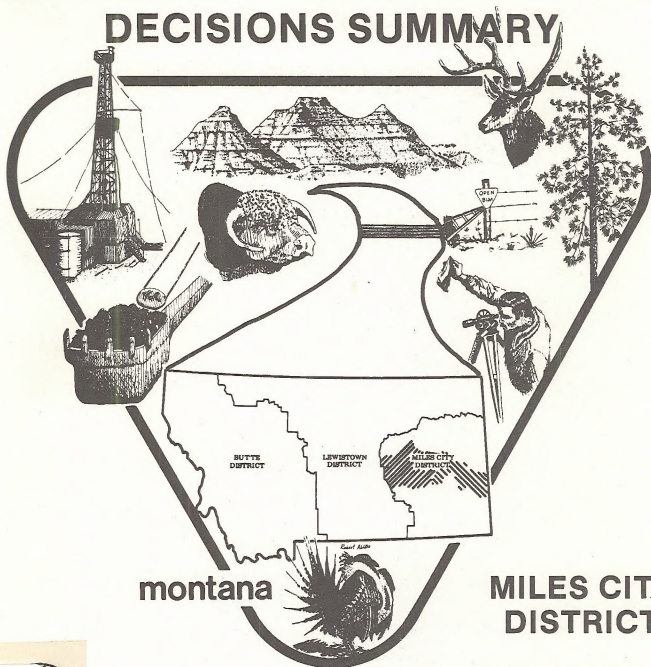




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NEW PRAIRIE AND JORDAN-NORTH ROSEBUD MANAGEMENT FRAMEWORK PLAN DECISIONS SUMMARY



SEPTEMBER 1982

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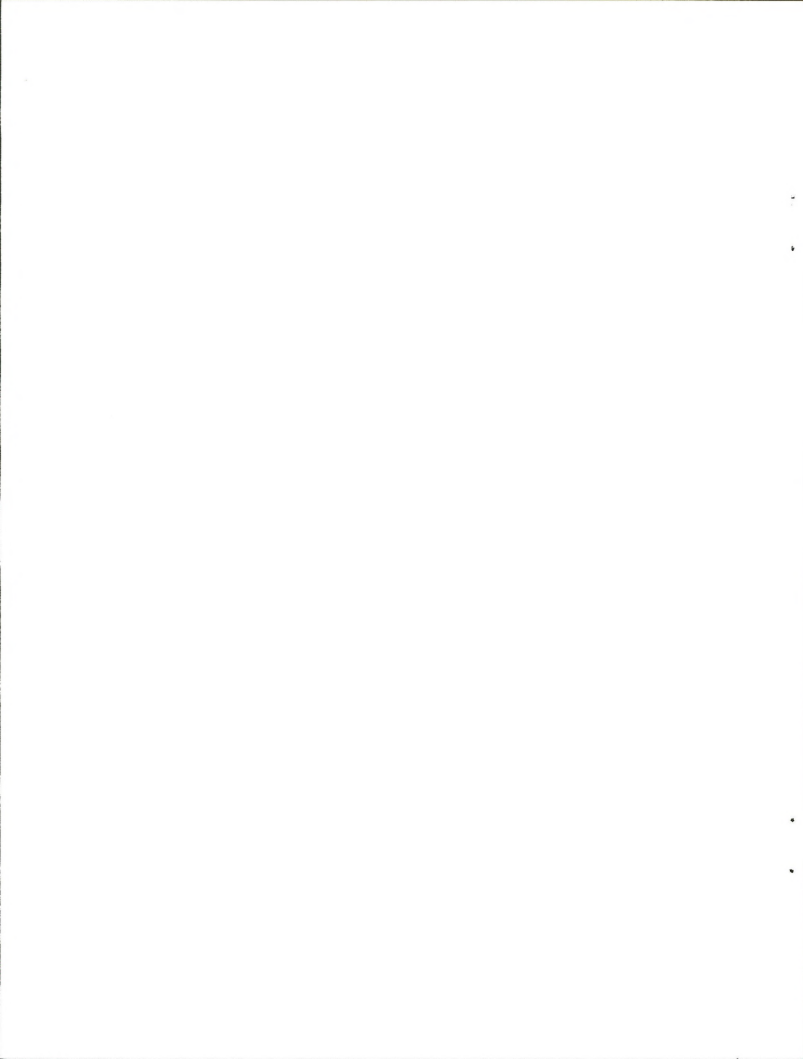
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To Interested Parties:

This document summarizes the decisions for future management of public land resources located in Fallon, Prairie, Custer, Carter, and portions of Garfield and Rosebud Counties in east central Montana. These decisions constitute the last phase of the Management Framework Plan (MFP) process for the New Prairie and Jordan-North Rosebud MFP areas. They were adopted following publication of and public comment on the New Prairie MFP Draft Summary, the Jordan-North Rosebud MFP Draft Summary, the Big Dry Grazing Environmental Impact Statement (draft and final) and the Missouri Breaks Wilderness Environmental Impact Statement (draft). The multiple-use decisions contained in this document set management direction for the MFP area for the foreseeable future. This plan has an expected life of at least ten years, but may be amended at any time in accordance with the Bureau's planning regulations.

Because of the minimal number of changes involved in these decisions, the previously published Draft MFP, Grazing EIS and Wilderness EIS will not be reproduced. Changes or additions to wording from the draft multiple-use recommendations and rationales to the final decisions and rationales are printed in italics. The Errata section contains changes to tables, figures and other discussion in the draft. Page numbers next to the Decision numbers refer to the page numbers in the draft document.

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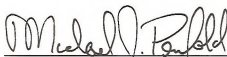
Attached are the summaries of the decisions for the New Prairie and Jordan-North Rosebud Management Framework Plans. I recommend your concurrence with these plans and decisions.



Ray Brubaker, District Manager
Miles City District

September 22, 1982

Date



Michael Penfold, State Director
Montana

September 21, 1982

Date

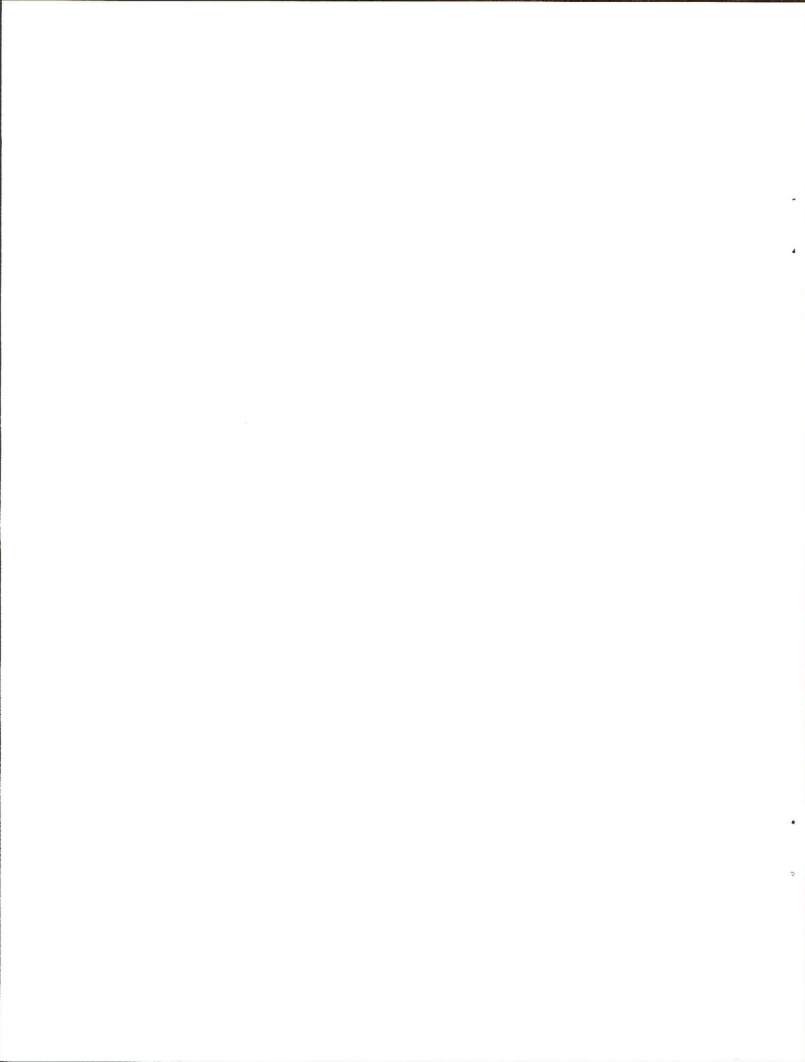
These plans are approved under the provisions of 43 CFR Parts 1600 and 3400, and are effective as of this date.



Ray Brubaker, District Manager
Miles City District

September 22, 1982

Date



CONTENTS

Section I

New Prairie MFP Decisions	1
Jordan-North Rosebud MFP Decisions	17

Section II

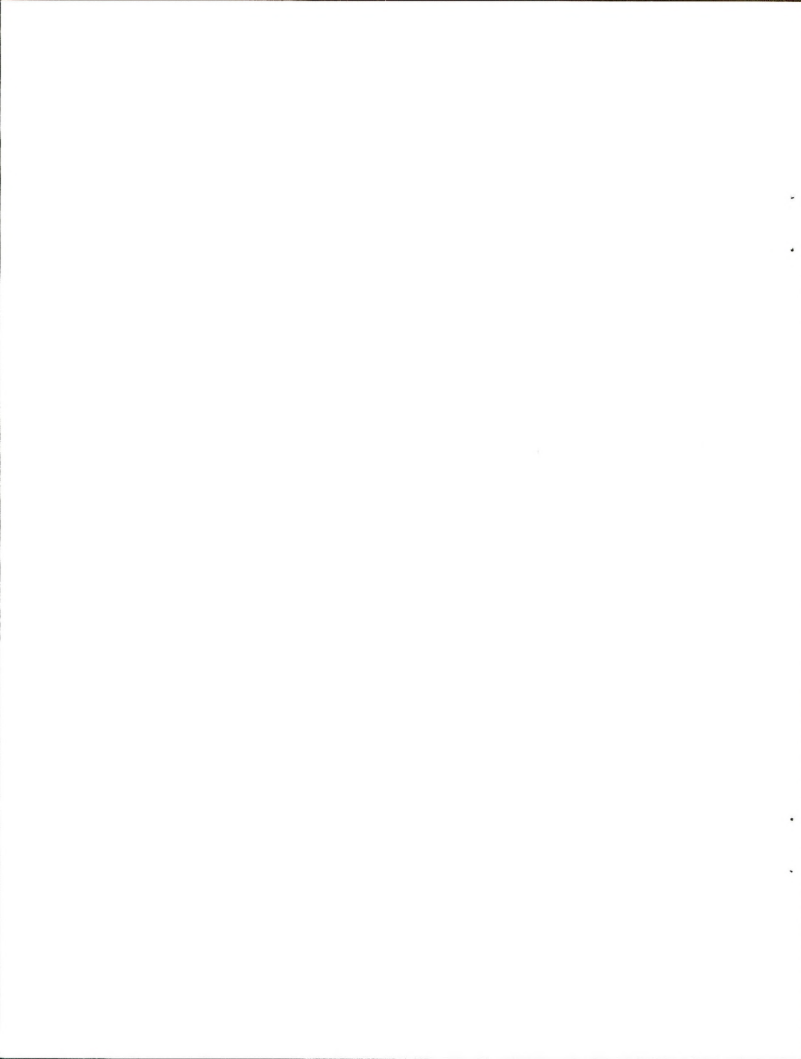
Errata	
New Prairie MFP	31
Jordan-North Rosebud MFP	31

Section III

New Prairie Draft MFP Comments and Responses	33
Jordan-North Rosebud Draft MFP Comments and Responses	36

Section IV

Appendix A — Abstracts of Two Agricultural Economics Studies	37
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NEW PRAIRIE MANAGEMENT FRAMEWORK PLAN

DECISIONS SUMMARY

LANDS

Decision: L-1.1 (Page 7)

Through interdisciplinary involvement, establish retention, further study, and disposal areas within the Planning Unit. Criteria for establishing these areas should focus on manageability, significance and multiplicity of resource values and accessibility to the user public.

Attempt to reposition public lands, and/or minerals, through exchange. *Departmental and Bureau policy will be followed in this process.*

Rationale:

Since the public surface in the planning area comprises only 23.4% of the land area, the fragmented ownership pattern in some areas inhibits a multiple use resource management program which is efficient, cost effective and beneficial to public use and enjoyment. Therefore, it is advisable that a land adjustment program be initiated to correct this situation. The same management rationale applies to minerals exchange (see minerals objective M-1). *This program allows management flexibility in responding to changing Departmental and Bureau guidelines.*

Decision: L-2.1 (Page 7)

Provide for land use allocation and R/W grants to accommodate R/W use needs which (1) stand the test of the particular R/W law and regulation and (2) the test of FLPMA and the National Environmental Protection Act of 1969 (NEPA) as they guide individual use management in association with other resource, social and economic impacts present in the public lands or broader planning areas involved.

Rationale:

It is Bureau policy to promptly respond to qualifying R/W use proponents with a proper management assessment; and to grant R/W, with as few restrictions as possible, when the R/W meets the criteria of law regulation and policy.

Decision: L-3.1 (Page 8)

Continue withdrawal review. Include BLM withdrawals into the planning system immediately. Begin discussions with other agencies to insure that all withdrawals are reviewed by 1991 as required by FLPMA. To the maximum extent possible, bring all withdrawal review scheduling into phase with that of other multiple use management being addressed through BLM's land use planning process.

Rationale:

Many withdrawals no longer serve their intended purpose. A review of all withdrawals would determine whether they should be modified, extended or revoked. Public lands freed from the segregative effect of withdrawal would be available to fulfill multiple use objectives.

Decision: L-4.1 (Page 8)

Resolve known or suspected unauthorized uses in an expeditious manner. Unauthorized uses must be: (1) terminated and the lands restored/rehabilitated or, (2) legalized through lease, permit, or other appropriate authority.

Rationale:

The Federal Land Policy and Management Act directs that the public lands be managed in a manner which will best meet the needs of the public on the basis of sustained yield and multiple use. A scattered public land pattern in eastern Montana which is intermixed with private lands has resulted in the frequent and unauthorized use of public land for agriculture, utility systems, roads, structures, etc. The management of this type of ownership pattern has been and continues to be increasingly difficult for BLM in that unauthorized uses interfere with the legitimate use and value of the public lands. As public awareness and competing demands for the use of public land resources continue to increase, an effective program to facilitate lawful use, and sharply reduce unlawful use must be implemented. However, proper stewardship and the Bureau's good neighbor policy require that such a program be conducted without intimidation or animosity towards any party involved in the abatement of an unauthorized use.

Decision: L-5.1 (Page 8)

Provide public lands to accommodate the needs of local communities, state and federal agencies and other interested parties for urban-suburban, residential, commercial and industrial expansion, townsites, energy generation plants, industrial trade or manufacturing sites, or other intensive use or public purpose needs.

Rationale:

As a good neighbor and as the steward of the public lands, BLM must charter its public land management policy to insure that community and other public purpose needs are met. Where BLM lands exist in close proximity to local communities, the Bureau must cooperate closely with local or other agency representatives to achieve the highest and best use of those lands. BLM must be especially sensitive and responsive to demands for public lands to be used for industry, energy development, trade or manufacturing sites or other human or resource intensive purposes when such uses may contribute significantly to the overall social and economic well being of a community and its people.

Decision: L-6.1 (Page 8)

That BLM management provide the necessary directives, guidance and policies to enable agricultural use of public lands by lease or disposal. That agricultural use by lease or disposal be determined by land status, land ownership pattern and economic feasibility.

That prior to conversion of land for agricultural use, an appropriate team of qualified resource specialists assess the subject lands to determine economic feasibility, optimum crops to be grown, and optimum farming methods to be used.

Rationale:

Farming of public lands is authorized within the provisions of FLPMA and is a use which can be economically beneficial to local communities as well as providing a contribution to national and world food needs. Prescribed farming treatments can benefit other resources as well, such as livestock grazing or providing additional food and cover for wildlife.

Decision: L-7.1 (Page 15)

Acquire access to major blocks of public lands where the Bureau has the capability to develop and implement resource management plans. Assure fire access and access to public lands where substantial investments have been made. Initiate reciprocal right-of-way agreements between BLM, private individuals and state agencies. Coordinate with county governments to develop transportation plans which will enhance future access to public lands.

Rationale:

Legal access to the public lands is essential to carry out the Bureau's mission of sustained yield and multiple use management. Without such access, management programs cannot be fully implemented in a manner which will accomplish this mission. Subsequently, the public (and in some cases, the Bureau) is restricted from the full use and enjoyment of the resources which occur upon the public lands.

Decision: L-8.1 (Page 15)

Identify through the use of maps, signs, news media, etc., public lands which have significant resource values for widespread public use. Additionally, the Bureau should post those public lands which have a history of unauthorized uses to insure that the use does not recur.

Rationale:

The identification of public lands is essential for the orderly use of those lands. The using public must be able to identify what is or is not public land. By identifying public lands, many unauthorized use situations, both on public and private lands can be avoided. The use of maps, signs, news releases, etc., are all tools which can be employed to disseminate this information.

MINERALS

Coal

Decision: M-1.1 (Page 28)

Designate as acceptable for further consideration for leasing or exchange, pending further study in some cases, federal coal in the identified KRCRA's remaining after application of the unsuitability criteria and surface owner consultation. The areas identified as multiple-use conflict areas are designated as acceptable for further consideration for leasing or exchange, but are highlighted for Regional Coal Team attention as areas in which certain resources may be at risk in the short term. These values at risk should be considered in the tract ranking, selection and scheduling process. Those areas in agricultural production should be given low priority for leasing.

Rationale: M-1.1

Allow implementation of the Secretary's decision in selecting a preferred Federal Coal Management Program. The rationale for minerals exchange is to promote the efficient management of the public lands through consolidation into manageable units, and is in consonance with Section 206 of the Federal Land Policy Management Act. *As pointed out by one commenter (Utah International), the land use planning stage is not the appropriate time to exclude areas from further consideration for leasing, on the basis of incomplete information or that those areas might present potential reclamation problems. It is recognized that the coal management program requires progressively more intensive study of coal areas, first through the regional coal environmental impact statement (site specific analysis) process, then, if an area were in fact, leased, through the very rigorous and detailed mine plan approval process. At each of these later stages, stipulations to prevent or mitigate damage to these resource values at risk, may be required. Reclaimability is most properly addressed at these later stages, especially at the mine plan submission stage, when the actual mitigation techniques to be employed are displayed and the soil materials intensively examined.*

All acreage and tonnage figures and map legends in the Draft are amended to show these areas as acceptable for further consideration for coal leasing or exchange.

Decision: M-1.2 (page 103)

Request that USGS develop coal development potential and tonnage estimates for the following existing and proposed KRCRAs: Knowlton, Custer Creek, Circle (including extensions), Lame Jones, Carlyle, Ismay, and Lame Jones Extension.

Provide for evaluation/exploration within the KRCRAs on a case by case basis, in accordance with the provisions of 43 CFR Part 3410.

No disturbance will be allowed on frail or highly erodible soils during wet periods nor on slopes in excess of 20%, without written permission from the District Manager.

Disturbance in VRM Class I and II areas, WSA's, and forested areas will be handled on a case by case basis with appropriate stipulations. Cultural resource protection will also be determined on a case by case basis.

Rationale: M-1.2

Strippable coal reserves are inferred to lie within the federal subsurface of these areas. Not enough information is presently available to precisely determine the coal development potential and tonnage.

Decisions: M-1.3 and M-1.4 (page 103)

Request that the United States Geological Survey (USGS) determine the coal development potential of the Kinsey and Terry deposits, to see if they can be classified as Known Recoverable Coal Resource Areas (KRCRAs). Provide for the issuance of coal exploration licenses under existing policy guidelines and regulations in these locations and all other lands of this MFP area on a case by case basis, in accordance with the provisions of 43 CFR Part 3410.

Cultural resource inventories will be conducted on a case by case basis. No disturbance will be allowed on frail lands and high erosion areas during wet soil periods nor on slopes in excess of 20% without written permission from the District Manager.

Disturbance in VRM Class I and II areas, WSAs, forest areas, and disturbed forest areas will be handled on a case by case basis with appropriate stipulations.

Rationale: (M-1.3 and 1.4)

Strippable coal reserves are thought to lie within the federal subsurface over much of the MFP area. More data are needed to accurately evaluate the quantity and quality of coal resources within and outside KRCRAs.

Decision: M-1.5 (page 103)

If requested, issue licenses to mine coal for domestic needs for all lands in the MFP area acceptable for further consideration for coal development except: (1) those identified raptor nesting areas from March 1 to June 1, (2) sharp-tail/sage grouse leks and nesting areas from March 1 to June 1, (3) prairie dog towns, and (4) endangered species habitats.

No disturbance will be allowed on frail or highly erodible soils during wet periods nor on slopes in excess of 20%, without written permission from the District Manager.

Cultural resource inventories will be conducted prior to surface disturbance.

Rationale: M-1.5

A license to mine may be issued to any individual, association, municipality, charitable organization or relief agency for the nonprofit mining and disposal of coal for household use only, under the guidelines set forth in 43 CFR 3440.

Decision: M-1.6 (page 103)

Continue to process the Meadowlark Farms (AMAX) Preference Right Lease Application.

As portions of the Terry Badlands are recommended for inclusion in the wilderness system, provide the holder of the PRLA the possibility of exchange under provisions of 43 CFR 3430.5-4.

If the Terry Badlands is not designated by Congress for inclusion in the wilderness system, issue the lease if it meets the requirements of 43 CFR 3430.6.

Rationale: M-1.6

Exchanging the lease area for one outside the wilderness area would preserve the wilderness character of the Badlands. If the Terry Badlands is not designated by Congress for inclusion in the wilderness system, then leasing would not conflict.

MINERALS, OTHER THAN COAL

Decision: M-2.1 (page 104)

Allow oil and gas exploration and development on all available lands in this MFP area subject to the mitigating measures recommended in the Miles City District's Environmental Assessment on the Oil and Gas Leasing Program, February 1980.

Rationale: M-2.1

The search for domestic sources of oil and gas has increased markedly as deregulation of the industry has allowed prices to rise to near world market level. This deregulation has occurred in an effort to stimulate domestic production and reduce national reliance on unstable sources of foreign oil. Large areas of high oil and gas potential, especially in deeper strata, are still to be better evaluated within this MFP area. These energy sources should be fully explored and developed wherever possible.

Decision: M-3.1 (page 104)

Allow for the sale, issuance of free use permits, and establishment of community pits for sand, gravel, sco-

ria and rip-rap, as necessary, in all lands of this MFP area except: (1) raptor nesting areas from March 1 to June 1, (2) sharptail/sage grouse leks and nesting areas from March 1 to June 1, (3) prairie dog towns, and (4) endangered species habitats.

No disturbance will be allowed on frail lands and areas of high erosion during wet periods nor on slopes in excess of 20% without written permission from the District Manager. Cultural resource inventories will be conducted prior to surface disturbance.

In order to minimize disturbance in VRM Class I and II areas, wilderness study areas, and potential recreation areas, applications will be handled on a case by case basis with appropriate stipulations.

Rationale: M-3.1

Increased demand is forecasted for sand, gravel, scoria, and crushed rock for road construction and maintenance, and for building construction. Potential future coal development in the area would require large amounts of sand, gravel and scoria for road, plant, and housing facilities construction. Potential oil and gas development would require these materials for drill pad and road construction.

Decision: M-4.1 (page 104)

Conduct an investigation of mineral potential before disposition or withdrawal of any federal land.

Rationale: M-4.1

A mineral investigation is required under BLM Manual Section 3911.11A, and Sections 204 and 209 of FLPMA, prior to disposition or withdrawal of any federal land.

PALEONTOLOGY

Decision: PL-1.1 (page 104)

Require paleontological surveys prior to any significant surface disturbance in areas where Hell Creek or Lower Tullock strata are known or suspected to contain paleontological resources of significance.

Rationale: PL-1.1

Portions of the Hell Creek Formation and the lower part of the Tullock Member of the Fort Union Formation contain significant and unique dinosaur and early transitional small mammal fossils. Hell Creek strata exposed along the Cedar Creek Anticline have yielded dinosaur fossils. By requiring paleontological surveys prior to any significant surface disturbances, loss or destruction of these valuable resources can be minimized.

Decision: PL-1.2 (page 111)

Provide for the issuance of Antiquities Permits to uni-

versities, museums, and other scientific groups in all lands in this MFP area except, (1) those identified raptor nesting areas from March 1 to June 1, (2) sharptail/sage grouse leks and nesting areas from March 1 to June 1, (3) prairie dog towns, and (4) endangered species habitats.

Cultural resource inventories will be conducted prior to surface disturbance.

No disturbance will be allowed in frail lands and high erosion areas during wet periods.

Exceptions to the above may be authorized by the District Manager.

Rationale: PL-1.2

There is high potential for finding scientifically significant dinosaur and small mammal fossils in the Hell Creek Formation and lower part of the Tullock Member of the Fort Union Formation where exposed along the Cedar Creek Anticline.

FOREST PRODUCTS

Decisions: Includes F.P. 1.1, 1.2, 2.1, 3.1, 3.2, 3.3, 4.1, 4.2, 5.1, 5.2, 6.1, 6.2, 7.1, 7.2 (page 111)

The Forest Management Plan (FMP) should classify the production capability of the forest products resource, specify the protection needs, management needs (including access) and allowable use. Allow forest product use on a case by case basis to meet local needs until the FMP is completed.

Rationale: FP-1.1 through 7.2

The Forest Management Plan should be developed from intensive inventory data so that the forest products resource can be managed for sustained yield and provide resource protection.

Decision: FP-8.1 (page 111)

Management on a protection basis should be given to the stands of Limber Pine located in the Terry Badlands. The stands should be located, mapped and inventoried as to their exact location, density, reproduction potential, general stand vigor, and extent.

Rationale: FP-8.1

Limber Pine (in this area) is near the end of its range and does not usually occur at lower elevations. Evidence indicates that the subject stand may be reproducing and expanding its range. Due to its unique occurrence, a protection status is warranted.

RANGE MANAGEMENT

Decision: RM-1.1 (page 119)

Consider 34 allotments for development and implementation of intensive grazing management through allotment management plans. SVM studies will be initiated on the allotments to determine range condition and form the basis for long term trend data and management adjustments. Increases or decreases in vegetation allocation will be based on the long term trend information indicated by these allotment level studies. A good or better range condition will be the management goal.

Decision: RM-1.2 (page 119)

There are 28 existing AMPs in the planning area. These AMPs will be continued and periodically monitored to ensure the allotments are maintained or improved to provide good or better range condition.

Decision: RM-1.3 (page 119)

The 273 allotments in RM-1.3 are composed of scattered tracts of public lands. The relatively low acreage and ratio of public lands to private lands does not warrant the development of AMPs for these public lands. These 273 allotments in the New Prairie MFP area are recommended for a level of grazing management commensurate with the public land resources in each allotment. Grazing authorizations which specify allowable livestock use will be developed for these allotments. Grazing management stipulations will be required for specific public land tracts (or pastures) within allotments where, for example, range improvements for forage development or land treatment are applied. These stipulations could include but are not limited to: non-use, deferment, temporary fencing, special salting practices, etc.

The treatments recommended for areas within the allotments will be further analyzed for a final decision as to applicability of the practice and specific location of the treatment area on an allotment by allotment basis before development during activity planning.

Rationale: RM-1.1 through 1.3

The level of management by the BLM of the allotments in the New Prairie MFP area was recommended on the basis of the public resource values present, the amount of federal acres involved, the distribution of private and federal acres, condition of the soils and vegetation, and the potential for improvement.

WATERSHED

Decisions: WT-1.1 and WT-1.2 (page 127)

Monitor the effects of livestock use and the construction of range related projects. Maintain good and excel-

lent watershed condition and improve poor and fair watershed by establishing acceptable vegetative cover values with an upward trend. Surface disturbance from construction or maintenance on rights-of-way that involve significant public surface should not be allowed during wet periods.

Decision: WT-1.3 (page 127)

All strip mining and oil and gas development must reflect the following restrictions and/or legal requirements as necessary.

The following documents plus on-the-ground supervision will be used to assure that stipulations are complied with:

- (a) Programmatic Oil and Gas EAR.
- (b) Surface owner standards for oil and gas exploration.
- (c) Oil and Gas Lease Forms #MSO 3100-45, 49, 50, 51 (May 1978).
- (d) Memorandum (March 28, 1978) Acceptable Standards for Oil and Gas Lease Stipulations
- (e) State and federal standards dealing with surface mining.

Site Specific Soil Survey Level I information will be used in Activity Plans and Site Specific Analysis.

On the ground supervision should be used to assure the stipulations are complied with.

Decision: WT-1.4 (page 127)

Discourage development of roads and trails unless a positive need can be shown. Confine off-road vehicle use to established roads and trails in erosion susceptible areas. In areas where roads and trails are not used they should be closed and reseeded to establish vegetation. Walk-in access should be established where needed to protect fragile areas.

Decision: WT-1.5 (page 127)

Confine ORV use to designated areas favorable to that use. By having ORVs confined to an "adequate" expanse of land, the remaining watershed areas will be protected.

Decisions: WT-1.6 and WT-1.7 (page 127)

Fight all fires with hand tools, truck-mounted pumps and retardant drops during periods of relatively high soil and fuel moisture. However, during periods of extreme dryness, mechanical fire line construction may be allowed on slopes of less than 20%. When trails and fire lines have been constructed to fight fires, rehabilitation should begin immediately following the fire. Closing of trails and fire lines, building of erosion control structures and seeding with applicable species will facilitate rehabilitation of the area. Followup the following spring will include maintenance and reseeded where needed.

Decision: WT-1.8 (page 127)

Complete level I soil surveys on problem areas (determined by SVM to be in poor and fair range condition) and proceed with the recommended treatment to rehabilitate the areas.

Any increase in vegetation resulting from treatments should be allocated with 50% of the increase for Watershed. No grazing should be allowed on reseeded areas for at least two growing seasons to allow vegetation establishment.

Rationale: (Recommendations WT-1.1 WT-1.8)

These recommendations, if implemented, would improve soil productivity, lessen flooding severity and improve air and water quality which are in line with BLM policy public laws and guidelines, which encourage efforts to eliminate damage to the environment, but still maintain use of the resources. Activity plans will be written with consideration for the basic soil resource to increase vegetation, increase litter (organic matter), increase soil moisture, decrease wind and water erosion, promote growth of more desirable vegetative species, and increase plant density and production.

Decision: WT-2.1 (page 141)

Where deemed necessary to graze livestock on potential wind and water erosion areas during the months of April, May, and June, proper grazing management should be used in conjunction with soils, watershed and plant phenology capabilities and requirements. These practices should include deferment, rest or alternating use. Salting, construction of reservoirs, pipelines and other range related projects in wind and water erosion susceptible areas should be discouraged. Particular management emphasis should be placed on areas currently in fair or poor conditions.

Decision: WT-2.2 (page 141)

Should it be deemed absolutely necessary to occupy slopes in excess of 20%, proper precautions are needed. These include grading and contouring to the lowest practical grade. Culverts, rip-rap, ditches, water-bars and other erosion control structures should be used to prevent undue erosion along roadways. Before mineral activity plans are implemented, each project should be evaluated on a case by case basis to determine suitability.

Decision: WT-2.3 (page 141)

Buildings, industrial parks and other permanent structures may be allowed on public lands in LCC IV or better if it is deemed the highest and "best" use of the land. Where possible these activities should be confined to LCC VI and VII. Public lands should be managed according to federal, state and county laws and planning boards and zoning regulations.

Cultivation may be allowed on lands found to be in LCC III or better by a level I Soil Survey. This survey will identify best farming practices, most desirable crops and other information needed for basing land use decisions. Cultivation should not be allowed unless good farming practices are applied. Harvesting of hay is less detrimental to watershed than cultivation and may be allowed on LCC (selected) VI or better soils.

Decision: WT-2.4 (page 141)

Off-road vehicles (ORVs) should be confined to other areas suitable to hill climbing, racing, etc. By confining ORVs to those areas, watershed values on wind and water erosion susceptible areas may be protected. Vehicles should be confined to established roads and trails with appropriate walk-in areas.

Vehicles used in minerals exploration will be allowed under the District's mineral/oil and gas exploration policy.

Decision: WT-2.5 (page 141)

Access roads, trails and fire lanes should be kept at a minimum. Fire rehabilitation is to begin immediately following the fire, followed with maintenance and reseeding the following spring where needed.

Decision: WT-2.6 (page 141)

Top soil should not be removed when constructing fences or access trails on sensitive soils.

Decision: WT-2.7 (page 141)

In addition to recommendation WT-1.4, roads constructed on sensitive soils will be designed to prevent concentration of surface water, and will include erosion and water control structures.

Rationale: (WT-2.1 through WT-2.7)

BLM policy requires resources to be managed on a sustained yield basis and to maintain soil productivity and water quality. These recommendations would improve soil productivity, reduce flooding and erosion severity, improve air and water quality which are in line with BLM guidelines, FLPMA and other public laws. Implementation of the specific recommendations would control non-point source water pollution and recognize that certain soils need special considerations because of inherent limitations. It is essential that these recommendations be followed, especially on areas in poor watershed condition or areas in need of rehabilitation.

Decision: WT-3.1 (page 141)

Where deemed necessary to graze livestock on floodplains and riparian habitat areas during the months of April, May, and June, proper grazing management should be used in conjunction with soil, watershed, and plant phenology capabilities and requirements. These practices must include deferment, rest or alternating

use on floodplains and riparian habitats. Salting, construction of reservoirs, pipelines and other range related projects should be discouraged in WT-3 areas. Particular management emphasis should be placed on areas currently in fair or poor conditions.

Decision: WT-3.2 (page 141)

Continue to allow ORV use for mineral exploration, applying stipulations for resource protection where the situation warrants.

Alternate sources of coal, sand and gravel and other minerals should be explored before riparian and floodplain areas are developed.

Rights-of-way will continue to be issued in a timely manner in accordance with the 60-day processing and issuing grant policy. Rights-of-way that involve significant surface disturbance should not be allowed during wet periods to minimize impacts.

Decision: WT-3.3 (page 141)

Farming practices (as stated under WT-2) will be conducted to prevent nutrient, sediments and pesticides from entering streams. A 150-foot setback between field and streams is needed. Dikes, water control structures and contour plowing will be constructed as needed in a case by case basis.

Decision: WT-3.4 (page 142)

Range improvements (other than reservoirs) generally will not be located in riparian habitat or floodplain areas. Salting for livestock and wildlife will not be allowed in floodplain areas or reservoir spillways. Wells, fences and other range improvements may be located on low benches nearby however. Waterspreaders, reservoirs, dikes and ditches may be located on floodplain areas. Fences must cross streams and floodplains at right angles or parallel one side of a stream 150 feet distant from the stream. Fences will be constructed or designed to prevent debris from collecting and closing the channel.

Decision: WT-3.5 (page 142)

Mining or construction on floodplains should be avoided unless there is no other alternative. Alteration of stream channels and dredging of stream bottoms for sand and gravel should not be allowed. Alternate sources for sand and gravel should be explored (utilizing soil surveys) and used before WT-3 areas are utilized.

Decision: WT-3.6 (page 142)

Removal of living trees and other vegetation from channels and flood plains should be kept to a minimum. Dead tree removal may be necessary to improve flow capacity. Manage to protect, introduce and establish streamside vegetation on streams on public lands that have been determined as having floodplains and/or riparian habitat and are in need of protection.

Decision: WT-3.7 (page 142)

Allow livestock to graze the Lost Boy Creek drainage but under a grazing system that does not deteriorate the vegetative cover. This system must include consideration for soil cover, compaction and plant phenology.

Oil and gas activities may continue as long as no roads are built. Helicopter/dog house techniques should be used if feasible.

Decision: WT-3.8 (page 142)

In the South Pine controlled ground water area (located in the Prairie P.L.) the following are to be implemented:

- (1) Surface water, i.e., springs and reservoirs, will be the primary source of water developments.
- (2) All flowing wells will be controlled to prevent wasting the ground water.
- (3) *Use of ground water in the South Pine controlled area will not be permitted without first obtaining a permit to drill from the Montana Department of Natural Resources.*

Rationale (WT-3.1 WT-3.8)

Executive Order 11990 and BLM Manuals 7240.60, 7221.2 and 5740.23A call for floodplain management and protection. Surface and ground water supplies are the primary sources of water for both human and livestock consumption. Channel stability and streambank/riparian vegetation retard and lessen flooding severity. In addition, channel integrity and water quality are improved by protecting and enhancing bottomlands. Prevention of grazing and vehicle travel on wet floodplain soils will reduce soil compaction, improve root penetration, and lessen erodibility to reduce streambank damage. Management of floodplains is particularly important to water quality and reduction of sediment loads.

Decisions: WT-4.1 and WT-4.2 (page 142)

Soil and hydrologic information will be used in location and design of range related projects through application of the 9101 Manual. The projects include the design, location and maintenance of reservoirs, pipelines, fences, dikes, wells, springs, or other projects that require soils and hydrologic data.

Soils and hydrologic information will also be used in the location and design of roads and trails.

Rationale: (WT-4.1 and WT-4.2)

Many of the previous BLM range projects have been constructed without hydrologic and soils input. These projects are failing or require extensive maintenance relatively early in project life. Use of soil-hydrologic data can lead to proper project location and design, eliminate expensive repair and a needless waste of time and money.

Decision: WT-5.1 (page 142)

Water quality, streambank and channel characterization, and ground cover need to be monitored on watersheds for input into the District's grazing, coal, wildlife, and watershed programs.

These watersheds have been identified on MFP maps but are not included on the summary maps due to scale problems.

Decision: WT-5.2 (page 143)

There are eight streams needing discharge measurements to determine instream flow needs for fish spawning. These creeks are shown on the MFP Maps but are not included on the summary maps due to scale problems.

Decision: WT-5.3 (page 143)

Climatic data to include air quality will be collected for potential coal development areas. Precipitation and temperature data will also be collected at soil drought monitoring sites. The MSO air specialist will direct the data collection.

Decision: WT-5.4 (page 143)

BLM should continue in assisting SCS in the planning area in completing Level II soil surveys on public lands. This will include updating existing soil surveys as new information becomes available.

Rationale: (WT-5.1 through WT-5.4)

Baseline data provides the means by which to assess the influence of activities on air, water and soil resources. Such inventories are also needed to provide technical input on water developments, filing water rights, mine land reclamation, instream flow, climate, range projects, and vegetation surveys. Monitoring is necessary to assure compliance with Montana's 208 Water Quality Management Plans, court mandated grazing EISs and the federal coal leasing program. Knowledge of the flow of particular streams is necessary to protect fisheries and to provide some basis in applying for water rights for instream flow. Level II soil surveys are needed for allocating vegetation, land use planning project analysis, hydrologic responses and other land management needs.

Decision: WT-6.1 (page 143)

When requested by local government, a disposal area should be cooperatively identified and developed to locate suitable dumping sites and locations on public lands. This will include geology, ground water and soils (Level I) information to determine the suitability of the site.

Rationale:

Uncontrolled dumping, storage and/or burial of toxic materials on public lands will lead to the lowering of soil productivity, water and air quality and other watershed

values. Disposal areas are considered a long term use of public lands and areas can be designated where compatible with long term land use.

Decision: WT-7.1 (page 143)

Develop a plan to make use of public water reservations and implement these plans by 1990. This plan will specify economic, engineering, soils, marketing and other studies as specified by the DNRC.

Decision: WT-7.2 (page 143)

Beneficial use of BLM water reservation. The Montana DNRC has granted the BLM water reservations on about 6,000 acres in this MFP area for irrigation purposes. This water should be utilized only on soils in land capability classes (LCC) III, IV, and selected VI. Site specific level I soil surveys will be used to determine soils, land capability classes, conservation practices, on areas proposed for irrigation.

Rationale: (WT-7.1 through WT-7.2)

Proper utilization of limited water resources will insure that water resources are not extended beyond resource capabilities or needlessly wasted.

WILDLIFE

Decision: WL-1.1 (page 144)

Conduct inventories of the game and non-game fisheries and wildlife resources in the Carlyle, Circle Southwest, Ismay, Lame Jones and Knowlton KRCRAs prior to any mineral leasing activity.

Rationale:

These inventories will allow the BLM to comply with the regulations for federal coal management. Without the information, the unsuitability criteria cannot be applied and no federally owned coal could be leased.

Decision: WL-2.1 (page 144)

As important wildlife areas are identified, analyze the opportunities and capabilities of these areas. If they meet anticipated demand and use, initiate purchase, easement or exchange to consolidate these important wildlife habitats into public ownership.

Rationale:

Many important wildlife areas are on private lands. With the increased emphasis on range improvement and intensified agriculture, their value for wildlife is in jeopardy. Loss of important habitat often results in loss of wildlife populations. Public ownership of these areas will ensure protection, maintenance, and improvement of important habitats.

Decision: WL-2.2 (page 144)

Create wetlands habitat to enhance the prairie diversity for waterfowl and associated species.

Decision: WL-2.3 (page 144)

Develop a diverse warm and cold water fishery by reservoir construction and subsequent stocking.

Rationale:

By developing new wetlands and reservoirs, the overall carrying capacity for waterfowl and fisheries can be increased. This type of habitat development benefits all types of wildlife and will help to meet the increased demand on wildlife indicated by the Planning Area Analysis (PAA).

Decision: WL-2.4 (page 144)

Reintroduce peregrine falcons to the Terry Badlands in accordance with the Peregrine Falcon Recovery Plan as birds become available.

Rationale:

The Terry Badlands is one of the few areas in eastern Montana where suitable nesting sites and one historic eyrie exists. If successful recovery is to occur, these sites should be utilized.

Decision: WL-2.5 (page 151)

In cooperation with the Montana Dept. of Fish, Wildlife and Parks, introduce bighorn sheep to the Terry Badlands.

Rationale:

Sheep were native to eastern Montana and introduced bighorn sheep are now maintaining a viable population in the Powder River breaks. The relative isolation of the Terry Badlands would allow for a repopulation to become established.

Decisions: WL-3.1, WL-3.2 and WL-3.3 (page 151)

In the New Prairie Planning Area, instream improvement structures, fish shelters in reservoirs and the planting of aquatic, emergent and riparian vegetation will be used to improve fisheries habitat quality and quantity.

Decision: WL-3.4 (page 151)

Where suitable sites exist, construct waterfowl nesting islands, platforms, baskets or boxes during the construction of new reservoirs or the repair of old reservoirs. Institute grazing systems or partially fence to provide residual shoreline nesting cover.

Decisions: WL-3.5, WL-3.6 and WL-3.7 (page 151)

Provide artificial nesting sites for raptors where this is a limiting factor. Enhance raptor habitat by artificially creating perches or roosts in treeless terrain. Require new powerlines to be constructed to protect raptors and other large perching birds from electrocution. Require modification of existing lines if high mortality is occurring.

Decision: WL-3.8 (page 151)

Provide brush piles as nesting and escape cover for birds and small mammals.

Decision: WL-3.9 (page 151)

Plant food and cover crops at sites managed intensively for terrestrial wildlife.

Recommendation WL-3.10 was not carried forward as a Multiple Use Recommendation, or a decision.

Decisions: WL-3.11 and WL-3.12 (page 151)

Install bird escape ramps in new and existing stock-watering tanks and develop new water sources to regulate livestock distribution while providing additional water sources for fish and wildlife.

Decision: WL-3.13 (page 151)

When rejuvenating stands of crested wheat grass, use a seed mixture which will extend the season of available succulent forage.

Rationale: (WL-3.1 through 3.13)

Wildlife populations are often controlled by some limiting factor in their habitat which controls their expansion or spread. By removing or compensating for these limiting factors, the carrying capacity and security of wildlife populations and habitat can often be enhanced.

Authority for the BLM's management policy and posture in this regard is defined or implied in the Master Memorandum of Understanding between the BLM (Montana) and the Montana Department of Fish, Wildlife and Parks, as well as the Sikes Act, Endangered Species Act, Fish and Wildlife Coordination Act, Federal Lands Policy and Management Act, and the National Environmental Policy Act.

Decisions: WL-4.1 and WL-4.2 (page 151)

Prohibit mining, dredging and channelization of streams and water bodies to protect wetland-riparian areas and allow no surface occupancy for oil and gas exploration within 500 feet of small water bodies and streams and 1000 feet of large water bodies and streams.

Decisions: WL-4.3 and WL-4.4 (page 151)

Occupancy for surface disturbance purposes will be restricted or limited by time-of-year or distances in known crucial habitats such as raptor nest sites, deer, antelope and sage grouse wintering areas and grouse breeding areas.

Decision: WL-4.5 (page 151)

Establish protective measures around hazards such as oil well reserve pits to safeguard wildlife.

Decision: WL-4.6 (page 151)

In accordance with the BLM Prairie Dog Management Policy, minimize surface disturbances in prairie dog towns, allow dog towns to remain where damage to other resources is not occurring, but limit expansion and use chemical control only when towns have been certified ferret free.

Decision: WL-4.7 (page 152)

Identify and reserve minimum instream flows and water levels in cooperation with the Mont. Dept. of Fish, Wildlife, and Parks to maintain water quality and quantity of the aquatic ecosystems.

Decisions: WL-4.8 and WL-4.9 (page 152)

As funds and manpower permit, fence fishing reservoirs and institute grazing systems to provide residual vegetation for water quality maintenance. Maintain vegetative cover on contributing watersheds as recommended by Watershed 1.1, 2.1, and 3.1 to maintain water quality.

Decision: WL-4.10 (page 152)

Maintain woody draws and riparian bottoms in good condition. Where deterioration is occurring, institute grazing systems to allow for regrowth or erect fences if the grazing systems are not effective.

Decisions: WL-4.11 and WL-4.12 (page 152)

Continue current vegetation allocation to provide sufficient quantities of vegetation for consumptive use by deer, antelope and sage grouse on summer and winter ranges. Monitor important brush species to assure overutilization does not occur.

Decision: WL-4.13 (page 152)

Manage to obtain or maintain good ecological range condition in the New Prairie Planning Area. This will provide residual vegetation for nesting and escape cover needed by birds, small mammals and reptiles.

Decision: WL-4.14 (page 152)

Fences on public lands will be located and designed to minimize restrictions on wildlife movements. Plan pasture sizes as large as possible to minimize the amount of fencing.

Decisions: WL-4.15 and WL-4.16 (page 152)

Maintain and protect trees used by nesting raptors and colonial birds and snags used by cavity nesting birds and mammals. Maintain two snags per acre of 12-inch or greater diameter in harvest areas. Fight wild fires aggressively in timbered areas.

Decisions: WL-4.17 and WL-4.18 (page 152)

Assure that the Clean Water Act and watershed guidelines are adhered to in mechanical land treatments, herbicide and pesticide spraying. Control noxious weeds on public land using the least damaging methods.

Rationale: (WL-4.1 through 4.18)

The principal controlling factor of most wildlife populations is the quantity and quality of the habitat (both aquatic and terrestrial). If the natural habitat and ecosystem relationships can be maintained at a level where there is no significant deterioration, fisheries and wildlife populations will flourish.

This concept of maintaining ecosystem integrity is implied and/or endorsed and mandated by the Taylor Grazing Act; the National Environmental Policy Act; Federal Land Policy and Management Act; Fish and Wildlife Coordination Act; Endangered Species Act; the Sikes Act; the Master Memorandum of Understanding between the BLM and the Montana Department of Fish and Game; Federal Water Pollution Control Act; Watershed Protection and Flood Prevention Act; Water Quality Act; Clean Water Restoration Act; Public Land Administration Act; Federal Insecticide, Fungicide and Rodenticide Act; Federal Environmental Pesticide Control Act; and the Toxic Substances Control Act.

Decisions: WL-5.1 and WL-5.3 (page 152)

If multiple use management is not sufficient to protect identified endangered species habitat, those public lands may be declared an ACEC and managed to protect those public lands from any uses which would jeopardize these habitat values. Stringent law enforcement measures will ensure protection of endangered species habitat.

Decision: WL-5.2 (page 152)

BLM will participate in recovery plan implementation for endangered species on public lands in accordance with identified time frames.

Rationale: (WL-5.1 through 5.3)

Endangered species are those that require some special management consideration to maintain or sustain their populations at stable or improving levels. Many of these species have suffered as a result of past human abuses or encroachment. To safeguard endangered species habitat, special management emphasis and measures are directed toward these habitat areas. Authority for this management emphasis is derived from the Endangered Species Act, Federal Land Policy and Management Act, and National Environmental Policy Act.

Decision: WL-6.1 (page 153)

Habitat management plans (HMPs) will be developed on areas identified as meeting qualifying criteria.

Rationale:

By developing HMPs on areas to be intensively managed for wildlife, emphasis and priorities can be identified and programmed for the benefit of wildlife habitat and population.

Decision: WL-7.2 (page 153)

Improve access by instituting S-60 agreements, rights-of-way and legal access agreements as demand and opportunities become available.

Rationale:

Access to public lands will encourage adequate harvest of game animals to maintain the herds consistent with

available forage. The recreational potential of all fish and wildlife will be realized.

Decision: WL-7.3 (page 153)

Those wildlife species commonly known as predators will be recognized and managed for the public benefit. Excessive damage to livestock or game animals on public lands will be controlled only as necessary by the appropriate State or Federal agency in accordance with a comprehensive plan which safeguards the overall ecosystem welfare.

Rationale:

Wildlife species known as predators are necessary in the wildlife community to help maintain proper balance and variety. These animals meet local and regional demands for wildlife based recreation (sport hunting, fur trapping, photography, etc.). To ensure the safety of the public and to prevent unnecessary killing of animals other than the target species, all control work must be competently supervised. A planned approach to administration of animal damage control measures on public lands will consider the welfare of the ecosystem at large and efforts can be directed to specific problems. This approach is supported by the Migratory Bird Treaty Act, Bald Eagle Protection Act, NEPA, Federal Insecticide, Pesticide and Rodenticide Act, Federal Environmental Pesticide Control Act, Toxic Substances Control Act, Endangered Species Act and Executive Orders 11643, 11870, and 11917 (Environmental Safeguards on Activities for Animal Damage Control).

RECREATION

Decision: R-1.1 (page 153)

Develop and make available to the public, information which will encourage positive directions.

Decision: R-1.2 (page 153)

Provide on-the-ground management and/or supervision on a case by case basis when actually needed in special areas or situations, e.g. high use recreation areas or for special events held on public lands.

Rationale: R-1.1 and R-1.2

Recreational use on public lands in the planning area is expected to increase steadily in the future. The lands are capable of supporting these activities, but the Bureau must take positive steps toward more intensive management.

A well informed public will better utilize and protect the natural resources available. This should reduce the need for expensive on-the-ground supervision by BLM and other agencies.

Some situations (i.e., administering S-60 program) require intensive controls.

Decision: R-2.1 (page 153)

Develop public access and boat launching facilities at two locations on the Yellowstone River between Miles City and Fallon. The mouth of the Powder River and below the Terry Bridge are preferred locations. See Map 50.

Decision: R-2.2 (page 154)

Identify and mark known hazards to travelers and recreationists along the Yellowstone River within the New Prairie Planning Area.

Decision: R-2.3 (page 154)

Develop and implement a program to fully interpret the Yellowstone River. Devices should include signs located on river, brochures available in the BLM Office, and special maps.

Decision: R-2.4 (page 154)

Develop rest stops with sanitary facilities on some public lands along the river corridor. Provide a regular patrol and maintenance service for these BLM facilities.

Rationale: R-2.1 through R-2.4

Presently, little use is made of the river resource. However, as the demand for this type recreation increases, as it will with population growth, more intensive management will be required.

Much of the public land with recreational value along the river is accessible only by boat. Nearly all sections of the recreation community could benefit from increasing river access.

For public safety purposes, visitors must be made aware of known river hazards: rocks, undercurrents, submerged debris, etc.

An interpretive program will help the visitor understand and enjoy features of the area. This will enhance the quality of the recreation experience and help protect the basic resource.

To assure maintenance of a quality environment and provide for public health, sanitary facilities will be necessary as use increases.

Decision: R-3.1 (page 154)

Allocate 100% of the vegetation in future recreation sites to recreation at the time of development.

Decision: R-3.2 (page 154)

Develop a plan which accurately shows potential development sites and potential loss of forage to grazing users in the planning area.

Rationale: R-3.1 and R-3.2

Presently, overnight visitors camp in a diffuse and indiscriminate fashion. If demands become heavy, this type of use could cause problems. Visitor useage on the Yellowstone or in the unit at large could increase and

make some facilities necessary to insure proper utilization and protection of the resource.

Grazing use conflicts with both visitor use and facility maintenance in developed areas. Therefore grazing should be removed. The impact on grazing should be assessed in the initial stages since that discipline would be the primary conflict.

Decisions: R-4.1 and 4.2 (page 154)

The tract of land at the mouth of the Powder River should be protected from unnecessary surface disturbing activities. There should be one well-planned access route and all other existing ways closed and rehabilitated. There should also be an historic and archeological inventory done on this site at once.

Decision: R-4.3 (page 154)

The beaver now present in the mouth area of the Powder River should be more intensively managed. They should be either moved or eliminated, whichever proper management dictates.

Decision: R-4.4 (page 154)

Allocate 100% of the vegetation in the mouth area of the Powder River to recreation. There should be a small amount of fencing employed in conjunction with the natural barrier (bluff at the east side) to accomplish this.

Decision: R-4.5 (page 154)

If and when possible, the tract of land on the west bank of the Powder River, at its mouth, should be acquired. The possibilities of this should be explored immediately and all present problems and possibilities compiled in a report to the District Manager by the end of fiscal year 1984.

Rationale: R-4.1 through R-4.5

The Montana Department of Fish, Wildlife & Parks Department is interested in development of a visitor-use facility at this location. By cooperating with this state agency, it would be possible to ensure that adequate measures are taken to protect the public resources, including fisheries at this site as well as provide a much needed visitor-use facility.

At present there are several poorly directed vehicle ways which serve no real purpose. They now constitute a significant impact. The access could be adequately served by one vehicle way. This is one of the most historically significant tracts of land in the planning unit as well as having some of the most varied recreational opportunities potential. Because of the significance of this site, a good inventory should receive top priority. It should be protected pending any development.

Decision: R-5.1 (page 155)

Maintain existing fishing opportunities by appropriate management actions and restocking as needed.

Decision: R-5.2 (page 155)

Stock existing reservoirs, which are capable of sustaining a fishery, located within 20 miles of population centers, that have legal and physical access.

Decision: R-5.3 (page 155)

If demand warrants, design future reservoir developments to sustain a fishery and insure public access.

Decision: 5.4 (page 155)

Where consistent with Bureau policy, support the proposed Sunday Creek Dam or other large reservoir developments which would provide additional fishing opportunities.

Rationale: R-5.1 through R-5.4

The reservoirs containing an existing fishery have generally become known to the public and most receive relatively high use. As long as the reservoirs are physically capable, maintenance of existing fisheries will provide low cost opportunities.

There appears to be a fairly high demand for fishing opportunities. Stocking accessible reservoirs located within reasonable distance of population centers would provide additional opportunities.

Large fishing reservoirs are extremely rare in this Planning Area. There is only one—South Sandstone Reservoir near Plevna—which exceeds 100 surface acres. This reservoir receives heavy visitor use during the summer season.

Decision: R-6.1 (page 155)

All public land in the New Prairie Area should be designated open to ORV use, except in locations where conflicts exist with other resource values such as the potential wind and water erosion areas (See Maps 40, 41 and 42) and wildlife wintering areas, grouse breeding grounds, etc (See Maps 46, 47 and 48).

Decision: R-6.2 (page 155)

Perform an accelerated inventory on public land to identify areas where ORV use has been abusive and enclose them. Identify alternative open-use areas.

Decision: R-6.3 (page 155)

Perform an inventory of the 300-acre tract of land (T13N-R51E, N½ Sec. 10), and if suitable, identify it or an alternative area as open for ORV use.

Rationale: R-6.1 through R-6.3

ORV activities have been identified in several parts of the unit and are presenting some degree of undesirable results. To date, most of this activity involves motorcycles and 4-wheel drive vehicles. Until a management plan is formulated, these uses will continue in an indiscriminate manner. The uncontrolled use is not in the best interest of public land management or resource protection.

Decision: R-7.1 (page 155)

As a first priority, identify access needs along the Yellowstone River. (Sites with a high potential are identified on Map 50.) The second priority should be to identify all high quality hunting areas with access problems.

Decision: R-7.2 (page 155)

When needs have been identified, contact should be initiated with neighboring landowners.

Decision: R-7.3 (page 155)

Efforts should be made to expand the S-60 program in situations where the recreation user would derive benefit.

Rationale: (R-7.1 through R-7.3)

The diffuse land ownership pattern renders much of the BLM land inaccessible for recreational use. The situation results in over-use of other areas, and compounds the harvest problems faced by Montana Fish, Wildlife & Parks Department.

Since river use and hunting are nearly the only real recreation use within the planning area, the recreation program should make significant effort at maintaining adequate access.

The S-60 program not only provides a service to hunters but also provides protection for some ranch operators and can present a positive view of the Bureau.

VISUAL RESOURCE MANAGEMENT

Decisions: VRM-1.1, VRM-1.2, VRM-1.3 and VRM-1.4 (page 156)

Perform a contract rating on all Bureau development projects on class I, II, III and IV, VRM lands and adhere to VRM constraints where feasible.

The following are constraints listed by Land Class:

LC-I—requires that management activities be limited to natural ecological changes.

LC-II—requires that management activities be subordinate to natural landscape and blend, unseen by casual observers, roads, above ground utility systems, ORV use, and surface mining/drilling shall be discouraged. LC-III—requires that while management activities may be evident to a casual visitor, they must subordinate to natural scene.

LC-IV—management activities may be visually apparent.

Rationale:

Terry Badlands WSA as a special area requires LC-I in accordance with Bureau Policy.

The Yellowstone River with its varied scenery, color, water, and high visibility contributed to the acreage in LC-II.

Only land along primary highways warranted LC-III.

Decision: VRM-1.5 (page 156)

Perform an inventory on the abused tract of land near Terry. If ORV use is found to be less than the optimum use for this land, it should be closed and rehabilitated.

If it is found to be suitable for heavy ORV use, this designation should be changed.

Rationale:

This small tract presents a negative visual impact. It should be more closely managed.

WILDERNESS

Decision: W-1.1 (page 156)

Recommend that the Terry Badlands WSA be designated a component of the National Wilderness Preservation System. If not so designated by Congress, this area will revert to multiple use management.

Rationale:

FLPMA, Sec. 603(a) and (b) requires that their suitability or nonsuitability be recommended to Congress through the President by 1991.

The appropriate recommendations also logically require procedures for proper management.

This area was inventoried for wilderness characteristics during the fall of 1978 and found to contain such necessary components. It was subsequently designated a WSA by virtue of the Montana State Director's final Wilderness Inventory Decision dated May 7, 1979.

Decision: W-1.2 (page 156)

If the Terry Badlands is designated by Congress as a unit of the wilderness system, it is recommended that inholdings be acquired by purchase or exchange, contingent on such factors as management needs and property owner consent.

Rationale:

Sec. 5(c) of the Wilderness Act authorizes the Secretary to acquire privately owned land within the perimeter of a wilderness area if (1) the owner concurs in such acquisition and (2) the acquisition is specifically authorized by Congress.

Decision: W-1.3 (page 163)

ORV activities should be limited to existing vehicle ways, (as designated by wilderness inventory) except as specifically authorized.

Rationale:

This action is required by FLPMA and Bureau Policy to maintain the wilderness integrity.

Decision: W-1.4 (page 163)

Manage the Terry Badlands WSA Mt-020-684 consistent with the Interim Management Policy and Guidelines for Lands Under Wilderness Review (dated 12-12-79) until approved by the Congress.

Rationale:

The FLPMA of 1976, Sec. 603(c), states that during the period of review . . . the Secretary shall continue to manage such lands . . . in a manner so as not to impair the suitability of such areas for preservation as wilderness. If it does not become a wilderness, the area will be returned to multiple use management.

CULTURAL RESOURCE MANAGEMENT

Decision: CRM-1.1 (page 163)

Complete a synthesis of existing cultural resource data in the New Prairie Planning Area.

Decision: CRM-1.2 (page 163)

Continue Class II Inventory of public lands throughout the planning unit as priorities and funds permit. Concentrate survey efforts on public land near the mouth of Powder River and along Yellowstone River frontage.

Decision: CRM-1.3 (page 163)

Study selected sites through testing, data recovery, and analysis to better understand the nature of cultural resources for management purposes. Begin this study with test excavations at prehistoric sites 24 PE 65, 24 PE 70 and 24 PE 93.

Rationale: (CRM 1.1 through 1.3)

Basic inventory data are essential for cultural resources on public lands to be managed by BLM. These data allow the agency to identify conflicts which may arise between cultural resource management and the management of other resources. That these conflicts must be taken into account in the decision making process is mandated by the Historic Preservation Act of 1966 (P.L. 89-655) as amended in 1976 (P.L. 94-422), Executive Order 11593, the Federal Land Policy and Management Act of 1976 (FLPMA), the National Environmental Policy Act of 1969 (NEPA), Departmental Regulations, and BLM Policy. The information gained through inventory will be used to comply with this legislation and guidance by providing data essential to agency planning efforts, various environmental impact analyses, and cultural resource preservation or use plans.

Decision: CRM-2.1 (page 163)

In all areas of the planning unit not previously inventoried for cultural resources, conduct Class III surveys of proposed project areas prior to Bureau initiated or

Bureau licensed or permitted surface disturbing activities. Class III survey is an intensive on-the-ground search for cultural properties.

Decision: CRM-2.2 (page 163)

Within the Terry Badlands Wilderness Study Area, conduct Class III inventory at access points and in areas of suspected high site density, particularly Yellowstone River frontage.

Decision: CRM-2.3 (page 164)

Conduct Class III inventories prior to approval of any land disposal or exchange.

Decision: CRM-2.4 (page 164)

Nominate to the National Register those cultural resources which appear to qualify for placement on it. Prepare activity plans on these sites to insure proper management. Begin with nomination of 24 PE 30, the Ayers-Frazier Bison Trap.

Decision: CRM-2.5 (page 164)

Protect the integrity of significant cultural resources which are deteriorating due to natural processes or man-caused destruction as they become known. Begin by conducting test excavations and evaluation at sites 24 CR 170 and 24 FA 11, conduct surveillance at site 24 PE 30.

Decision: CRM-2.6 (page 164)

Initiate data recovery on sites which are deteriorating from natural processes or man-caused destruction when attempts to stabilize disturbance or halt destruction are not effective.

Rationale: (CRM-2.1 through CRM-2.6)

Cultural resources have value primarily because of the information which can be derived from their study regarding past cultural systems. Study of prehistoric and historic sites can yield information about how cultures were organized, how they related to and interacted with other cultures and their environment, and how and why they changed in response to these interactions. Many of the sites also have value because they are related to our national heritage or the heritage of specific segments of American society.

Decision: CRM-3.1 (page 164)

Monitor all cultural resource research on public lands within the planning unit through stipulations to Federal Antiquities Permits.

Rationale: CRM-3.1

Same as CRM-1.2. Also, the 1906 Antiquities Act established criteria for evaluating who may do cultural resource research on public lands. The Department of Interior may grant Federal Antiquities Permits for research to be conducted "for the benefit of reputable museums, universities, colleges, or other recognized

scientific or educational institutions, with a view to increasing the knowledge of such objects, and that the gatherings shall be made for permanent preservation in public museums."

Decision: CRM-4.1 (page 164)

Evaluate the potential of cultural resources for legitimate recreation uses.

Begin with inventory and research into prehistoric and historic activities in the vicinity of the confluence of the Yellowstone and Powder Rivers.

Rationale: CRM-4

The Bureau's 1603 recreation policy statement includes the long term objective of providing for the public use and development of cultural resource values where such development is consistent with preservation goals.

SUPPORT ACTIVITIES

Decision: Ft-1.1 (page 164)

Initiate formal Protection Agreements with local Rural Fire Departments to protect the tracts of public lands which cannot be effectively or efficiently manned from the BLM District Office in Miles City.

Eliminate use of heavy equipment on slopes greater than 20% or when soil moisture is relatively high, except to protect human life or valuable structures. Where fire suppression has caused potentially erosive conditions, rehabilitate that same season.

Rationale: Ft-1.1

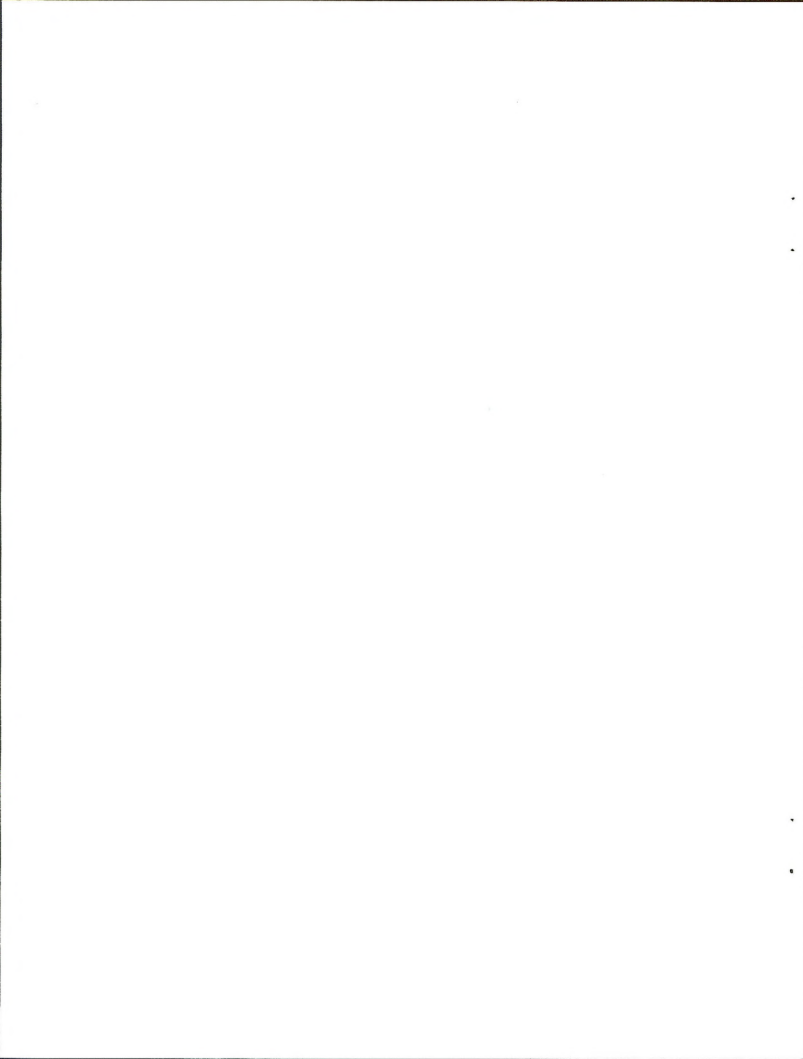
Due to light flashy fuels and long travel distances, many fires cannot be manned effectively or efficiently from the BLM District Office in Miles City. Therefore, the BLM must rely on local fire suppression. In fighting fires, watershed values must be protected to prevent future erosion problems.

Decision: A-1.1 (page 165)

Provide legal and/or physical access to public lands, for administrative and public use where legitimate needs have been identified and resource values properly evaluated.

Rationale: A-1.1

Land ownership in the New Prairie Planning Area constitutes approximately 23.4% of the surface ownership. Access is needed to make valuable public resources in applicable areas available for public use and enjoyment. The authority to acquire access to public lands consistent with applicable land use plans is provided by Section 205 of the Federal Land Policy and Management Act of 1976.



JORDAN-NORTH ROSEBUD MANAGEMENT FRAMEWORK PLAN DECISIONS SUMMARY

LANDS

Decision: L-1.1 (Page 13)

Through interdisciplinary involvement, establish retention, further study, and disposal areas within the Planning Unit. Criteria for establishing these areas should focus on manageability, significance and multiplicity of resource values and accessibility of the units and resources to the user public.

Attempt to reposition public lands, and/or minerals, through exchange. *Departmental and Bureau policy will be followed in this process.*

Rationale:

Since the public surface in the planning area comprises only 7.8% of the land area, the fragmented ownership pattern in some areas inhibits a multiple use resource management program which is efficient, cost effective and beneficial to public use and enjoyment. Therefore it is advisable that a land adjustment program be initiated to correct this situation. The same management rationale applies to minerals exchange (see minerals objective M-1). This program allows flexibility in responding to changing Departmental and Bureau guidelines.

Decision: L-2.1 (Page 13)

Provide for land use allocation and R/W grants to accommodate R/W use needs which: (1) stand the test of the particular R/W law and regulation and (2) the test of FLPMA and the National Environmental Protection Act of 1969 (NEPA) as they guide individual use management in association with other resource, social and economic impacts present in the public lands or broader planning areas involved.

Rationale:

It is Bureau policy to promptly respond to qualifying R/W use proponents with a proper management assessment; and to grant R/W, with as few restrictions as possible, when the R/W meets the criteria of law regulation and policy.

Decision: L-3.1 (Page 13)

Continue withdrawal review. Include BLM withdrawals into the planning system immediately. Begin discussions with other agencies to insure that all withdrawals are reviewed by 1991 as required by FLPMA. To the maximum extent possible, bring all withdrawal review scheduling into phase with that of other multiple use management being addressed through BLM's land use planning process.

Rationale:

Many withdrawals no longer serve their intended purpose. A review of all withdrawals would determine whether they should be modified, extended or revoked. Public lands freed from the segregative effect of withdrawal would be available to fulfill multiple use objectives.

Decision: L-4.1 (Page 13)

Resolve known or suspected unauthorized uses in an expeditious manner. Unauthorized uses must be: (1) terminated and the lands restored/rehabilitated or, (2) legalized through lease, permit, or other appropriate authority.

Rationale:

The Federal Land Policy and Management Act directs that the public lands be managed in a manner which will best meet the needs of the public on the basis of sustained yield and multiple use. A scattered public land pattern in eastern Montana which is intermixed with private lands has resulted in the frequent and unauthorized use of public land for agriculture, utility systems, roads, structures, etc. The management of this type of ownership pattern has been and continues to be increasingly difficult for BLM in that unauthorized uses interfere with the legitimate use and value of the public lands. As public awareness and competing demands for the use of public land resources continue to increase, an effective program to facilitate lawful use, and sharply reduce unlawful use must be implemented.

Decision: L-5.1 (Page 14)

Provide public lands to accommodate the needs of local communities, state and federal agencies and other interested parties for urban-suburban, residential, commercial and industrial expansion, townsites, energy generation plants, industrial trade or manufacturing sites, or other intensive use or public purpose needs.

Rationale:

BLM must ensure that community and other public purpose needs are met. Where BLM lands exist in close proximity to local communities, the Bureau must cooperate closely with local or other agency representatives to achieve the highest and best use of those lands. BLM must be especially sensitive and responsive to demands for public lands to be used for industry, energy development, trade or manufacturing sites or other human or resource intensive purposes when such uses may contribute significantly to the overall social and economic well being of a community and its people.

Decision: L-6.1 (Page 14)

That BLM management provide the necessary directives, guidance and policies to enable agricultural use of public lands by lease or disposal.

That agricultural use by lease or disposal be determined by land status, land ownership pattern and economic feasibility.

That prior to conversion of land for agricultural use, an appropriate team of qualified resource specialists assess the subject lands to determine economic feasibility, optimum crops to be grown, and optimum farming methods to be used.

Rationale:

Farming of public lands is authorized within the provisions of FLPMA and is a use which can be economically beneficial to local communities as well as providing a contribution to national and world food needs. Prescribed farming treatments can benefit other resources as well, such as livestock grazing or providing additional food and cover for wildlife.

Decision: L-7.1 (Page 14)

Acquire access to major blocks of public lands where the Bureau has the capability to develop and implement resource management plans. Assure fire access and access to public lands where substantial investments have been made. Initiate reciprocal right-of-way agreements between BLM, private individuals and state agencies. Coordinate with county governments to develop transportation plans which will enhance future access to public lands.

Rationale:

Legal access to the public lands is essential to carry out the Bureau's mission of sustained yield and multiple use management. Without such access, management programs cannot be fully implemented in a manner which will accomplish this mission. Subsequently, the public (and in some cases, the Bureau) is restricted from the full use and enjoyment of the resources which occur upon the public lands.

Decision: L-8.1 (Page 14)

Identify through the use of maps, signs, news media, etc., public lands which have significant resource values for widespread public use. Additionally, the Bureau should post those public lands which have a history of unauthorized uses to ensure that the use does not recur.

Rationale:

The identification of public lands is essential for the orderly use of those lands. The using public must be able to identify what is or is not public land. By identifying public lands, many unauthorized use situations, both on public and private lands, can be avoided. The use of maps, signs, news releases, etc., are all tools which can be employed to disseminate this information.

MINERALS

Coal

Decision: M-1.1

Designate as acceptable for further consideration for leasing or exchange, pending further study, federal coal in the Circle SW KRCRA remaining after application of the unsuitability

criteria and surface owner consultation. The areas identified as multiple use conflict areas are designated as acceptable for further consideration for leasing or exchange, but are highlighted for Regional Coal Team attention as areas in which certain resources may be at risk in the short term. These values at risk should be considered in the tract ranking, selection and scheduling process. Those areas in agricultural production should be given low priority for leasing.

Rationale: M-1.1

Allow implementation of the Secretary's decision in selecting a preferred Federal Coal Management Program. The rationale for minerals exchange is to promote the efficient management of the public lands through consolidation into manageable units, and is in consonance with Section 206 of the Federal Land Policy Management Act. *As pointed out by one commenter (Utah International), the land use planning stage is not the appropriate time to exclude areas from further consideration for leasing, on the basis of incomplete information or that those areas might present potential reclamation problems. It is recognized that the coal management program requires progressively more intensive study of coal areas, first through the regional coal environmental impact statement (site specific analysis) process, then, if an area were in fact, leased, through the very rigorous and detailed mine plan approval process. At each of these later stages, stipulations to prevent or mitigate damage to these resource values at risk, may be required. Reclaimability is most properly addressed at these later stages, especially at the mine plan submission stage, when the actual mitigation techniques to be employed are displayed and the soil materials intensively examined.*

All acreage and tonnage figures and map legends in the draft are amended to show these areas as acceptable for further consideration for coal leasing or exchange.

Decisions: M1.2 and M1.3 (Page 33)

Request the United States Geological Survey (USGS) develop tonnage estimates for the Circle KRCRA and undertake exploration programs to determine the coal development potential of the Rock Springs and Needle Butte deposits, to see if they can be classified as Known Recoverable Coal Resource Areas (KRCRAs). Provide for the issuance of coal exploration licenses under existing policy guidelines and regulations in these locations and all other lands of this MFP area on a case by case basis, in accordance with the provisions of 43 CFR Part 3410.

Cultural resource inventories will be conducted on a case by case basis. No disturbance will be allowed on frail lands and high erosion areas during wet soil periods nor on slopes in excess of 20% without written permission from the District Manager.

Disturbance in VRM Class 1 and 2 areas and WSAs will be handled on a case by case basis with appropriate stipulations.

Rationale:

Strippable coal reserves are thought to lie within the federal subsurface over much of the MFP area. More data are needed to accurately evaluate the quantity and quality of coal resources within and outside KRCRAs.

Decision: M1.4 (Page 34)

If requested, issue licenses to mine coal for domestic needs for all lands in this MFP area acceptable for further consideration for coal leasing on a case by case basis, in accordance with the provisions of 43CFR Part 3410.

No disturbance will be allowed on frail or highly erodible soils during wet periods or on slopes in excess of 20%, without written permission from the District Manager.

Coal license applications on VRM class 1 and 2 areas will be handled on a case by case basis with appropriate stipulations to resolve any impacts.

Cultural resource inventories will be conducted prior to surface disturbance.

Rationale:

A license to mine may be issued to an individual, association, municipality, charitable organization or relief agency for the nonprofit mining and disposal of coal for household use only, under the guidelines set forth in 43 CFR 3440.

Minerals, Other than Coal

Decision: M-2.1 (Page 35)

Allow oil and gas exploration and development on all available lands in this MFP area subject to the mitigating measures recommended in the Miles City District's Environmental Assessment on the Oil and Gas Leasing Program.

Rationale:

The search for domestic sources of oil and gas has increased markedly as deregulation of the industry has allowed prices to rise to near world market level. This deregulation has occurred in an effort to stimulate domestic production and reduce national reliance on unstable sources of foreign oil. Large areas of high oil and gas potential, especially in deeper strata, still have to be better evaluated within this MFP area. These

energy sources should be fully explored and developed wherever possible.

Decision: M-3.1 (Page 35)

Allow geothermal exploration and development on all available lands in this MFP area subject to the mitigation measures defined in 30 CFR 270.

Measures recommended in the Miles City District Office's Environmental Assessment on the Oil and Gas Leasing program will be used pending development of an Environmental Assessment on the geothermal leasing program.

Some of the important stipulations include: Restrict activity in identified raptor nesting areas, and sharptail/sage grouse leks and nesting areas from March 1 to June 1. Allow no disturbance to endangered species habitat or prairie dog towns that have not had threatened and endangered species clearance. Restrict activity up to 500 feet from reservoirs or intermittent streams and up to 1000 feet from larger perennial streams. Allow no disturbance on frail lands or high erosion areas during wet periods nor on slopes in excess of 20% without written permission from the District Manager. Cultural resource surveys will be conducted prior to surface disturbing activities. Conflicts with other resources such as VRM, wilderness, livestock production, and lands underlain by coal will be handled on a case by case basis with appropriate stipulations.

Rationale:

At least five oil and gas exploration wells in the Porcupine Dome area are known to produce artesian hot water from Paleozoic strata at wellhead temperatures of around 50°C (122°F). The water, although not hot enough to be of commercial use at present, indicates the possibility that better geothermal reserves may be found nearby. Porcupine Dome, and other areas within the MFP, need to be further examined for geothermal potential. These energy sources should be fully explored and developed wherever possible.

Decision: M-4.1 (Page 35)

Allow for the sale, issuance of free use permits and establishment of community pits for sand, gravel, scoria and rip-rap as necessary in all lands of this MFP area except (1) raptor nesting areas from March 1 to June 1, (2) sharptail/sage grouse leks and nesting areas from March 1 to June 1, (3) prairie dog towns, and (4) endangered species habitats.

No disturbance will be allowed on frail lands and areas of high erosion during wet periods nor on slopes in excess of 20% without written permission from the District Manager. Cultural resource inventories will be conducted prior to surface disturbance.

To minimize disturbance in VRM Class I and II areas, wilderness study areas and potential recreation areas,

applications will be handled on a case by case basis with appropriate stipulations.

Rationale:

Increased demand is forecasted for sand, gravel, scoria, and crushed rock for road construction and maintenance, and for building construction. Potential future coal development in the area would require large amounts of sand, gravel and scoria for road, plant, and housing facilities construction. Potential oil and gas development would require these materials for drill pad and road construction.

Decision: M-5.1 (Page 41)

Conduct an investigation of mineral potential before disposition or withdrawal of any federal land.

Rationale:

A mineral investigation is required under BLM Manual Section 3911.11A, and Sections 204 and 209 of FLPMA, prior to disposition or withdrawal of any federal land.

PALEONTOLOGY

Decision: PL-1.1 (Page 41)

Require paleontological surveys prior to any significant surface disturbance in areas where Hell Creek or Lower Tullcock strata are known or suspected to contain paleontological resources of significance.

Rationale:

Portions of the Hell Creek Formation and the lower part of the Tullcock Member of the Fort Union Formation contain significant and unique dinosaur and early transitional small mammal fossils. Hell Creek strata in the Missouri Breaks along the northern border of the planning area provided two of the four complete skeletons known to exist of the dinosaur *Tyrannosaurus Rex*, including the original discovery. By requiring paleontological surveys prior to any significant surface disturbances, loss or destruction of these valuable resources can be minimized. Known fossil locations on federally-owned land are shown on the URA Step 2 geology overlays and described in the URA text.

Decision: PL-1.2 (Page 41)

Provide for the issuance of Antiquities Permits to universities, museums, and other scientific groups in all lands in this MFP area except: (1) those identified raptor nesting areas from March 1 to June 1, (2) sharptail/sage grouse leks and nesting areas from March 1 to June 1 (3) prairie dog towns, and (4) endangered species habitats.

Cultural resource inventories will be conducted prior to surface disturbance.

No disturbance will be allowed in frail lands and high erosion areas during wet periods.

Exceptions to the above may be authorized by the District Manager.

Rationale:

There is high potential for finding scientifically significant dinosaur and small mammal fossils in the Hell Creek Formation and lower part of the Tullcock Member of the Fort Union Formation throughout the planning area. Several universities have sent collecting parties into the Missouri Breaks along the northern border of the planning area. Outcrops of Hell Creek strata between Seven Blackfoot Creek and Big Dry Arm of Fort Peck Reservoir are well known for the abundance of vertebrate fossil remains. Professional paleontologists suggest that exposures of the Hell Creek Formation, in the largely unexplored western and southwestern parts of Garfield County and the northern part of Rosebud County, may be as fossiliferous as in the Missouri Breaks area.

FOREST PRODUCTS

Decisions: Include F.P. 1.1, 1.2, 2.1, 3.1, 3.2, 3.3, 4.1, 4.2, 5.1, 5.2, 6.1, 6.2, 7.1, 7.2 (Page 41)

The Forest Management Plan (FMP) should classify the production capability of the forest products resource, specify the protection needs, management needs (including access) and allowable use. Allow forest product use on a case by case basis to meet local needs until the FMP is completed.

Rationale: FP-1.1 through 7.2

The Forest Management Plan should be developed from intensive inventory data so that the forest products resource can be managed for sustained yield and provide resource protection.

RANGE MANAGEMENT

Decision: RM-1.1 (Page 47)

Consider six allotments for development and implementation of intensive grazing management through allotment management plans. SVM studies will be initiated on the allotments to determine range condition and form the basis for long term trend data and management adjustments. Increases or decreases in vegetation allocation will be based on the long term trend information indicated by these allotment level studies. A good or better range condition will be the management goal.

Decision: RM-1.2 (Page 47)

There is one existing AMP in the planning area. This AMP will be continued and periodically monitored to ensure the allotment is maintained or improved to provide good or better range condition.

Decision: RM-1.3 (Page 47)

The allotments in RM-1.3 are composed of scattered tracts of public lands. The relatively low acreage and ratio of public lands to private lands does not warrant the development of AMPs for these public lands.

These 143 allotments in the Jordan-North Rosebud area are recommended for a level of grazing management commensurate with the public land resources in each allotment. Grazing authorizations which specify allowable livestock use will be developed for these allotments. Grazing management stipulations will be required for specific public land tracts (or pastures) within allotments where, for example, range improvements for forage development or land treatment are applied. These stipulations could include but are not limited to: non-use, deferment, temporary fencing, special salting practices, etc.

The treatments recommended for areas within the allotments will be further analyzed for a final decision as to applicability of the practice and specific location of the treatment area on an allotment by allotment basis before development during activity planning.

Rationale: (RM-1.1-1.3)

The level of management by the BLM of the allotments in the Jordan-North Rosebud MFP area was recommended on the basis of the public resource values present, the amount of federal acres involved, the distribution of private and federal acres, condition of the soils and vegetation, and the potential for improvement.

WATERSHED

Decisions: WT-1.1, 1.2 (Page 53)

Monitor the effects of livestock use and the construction of range related projects. Maintain good and excellent watershed condition and improve poor and fair watershed by establishing acceptable vegetative cover values with an upward trend. Surface disturbance from construction or maintenance on rights-of-way that involve significant public surface should not be allowed during wet periods.

Decision: WT-1.3 (Page 53)

All strip mining and oil and gas development must reflect the following restrictions and/or legal requirements as necessary.

The following documents plus on-the-ground supervision will be used to assure that stipulations are complied with:

- (a) Programmatic Oil and Gas EAR.
- (b) Surface owner standards for oil and gas exploration.
- (c) Oil and Gas Lease Forms #MSO 3100-45, 49, 50, 51 (May 1978).
- (d) Memorandum (March 28, 1978) Acceptable Standards for Oil and Gas Lease Stipulations.
- (e) State and federal standards dealing with surface mining.

Site Specific Soil Survey Level I information will be used in Activity Plans and Site Specific Analysis.

On the ground supervision should be used to assure the stipulations are complied with.

Decision: WT-1.4 (Page 53)

Discourage development of roads and trails unless a positive need can be shown. Confine off-road vehicle use to established roads and trails in erosion susceptible areas. In areas where roads and trails are not used, they should be closed and reseeded to establish vegetation. Walk-in access should be established where needed to protect fragile areas.

Decision: WT-1.5 (Page 53)

Confine ORV use to designated areas favorable to that use. By having ORVs confined to an "adequate" expanse of land, the remaining watershed areas will be protected.

Decisions: WT-1.6, 1.7 (Page 53)

Fight all fires with hand tools, truck-mounted pumpers and retardant drops during periods of relatively high soil and fuel moisture. However, during periods of extreme dryness, mechanical fire line construction may be allowed on slopes of less than 20%. When trails and fire lines have been constructed to fight fires, rehabilitation should begin immediately following the fire. Closing of trails and fire lines, building of erosion control structures and seeding with applicable species will facilitate rehabilitation of the area. Followup the following spring will include maintenance and reseeding where needed.

Decision: WT-1.8 (Page 53)

Complete level I soil surveys on problem areas (determined by SVIM to be in poor and fair range condition) and proceed with the recommended treatment to rehabilitate the areas.

Any increase in vegetation resulting from treatments should be allocated with 50% of the increase for watershed. No grazing should be allowed on reseeded areas for at least two growing seasons to allow vegetation establishment.

Rationale: (WT-1.1 through 1.8)

These recommendations would improve soil productivity, lessen flooding severity and improve air and water quality, which are in line with BLM policy, public laws and guidelines, which encourage efforts to eliminate damage to the environment, but still maintain use of the resources. Activity plans will be written with consideration for the basic soil resource to increase vegetation, increase litter (organic matter), increase soil moisture, decrease wind and water erosion, promote growth of more desirable vegetative species, and increase plant density and production.

Decision: WT-2.1 (Page 63)

Where deemed necessary to graze livestock on potential wind and water erosion areas during the months of April, May, and June, proper grazing management should be used in conjunction with soils, watershed and plant phenology capabilities and requirements. These practices should include deferment, rest or alternating use. Salting, construction of reservoirs, pipelines and other range related projects in wind and water erosion susceptible areas should be discouraged. Particular management emphasis should be placed on areas currently in fair or poor conditions.

Decision: WT-2.2 (Page 63)

Should it be deemed absolutely necessary to occupy slopes in excess of 20%, proper precautions are needed. These include grading and contouring to the lowest practical grade. Culverts, rip-rap, ditches, water-bars and other erosion control structures should be used to prevent undue erosion along roadways. Before mineral activity plans are implemented, each project should be evaluated on a case by case basis to determine suitability.

Decision: WT-2.3 (Page 63)

Buildings, industrial parks and other permanent structures may be allowed on public lands in LCC IV or better if it is deemed the highest and "best" use of the land. Where possible, these activities should be confined to LCC VI and VII. Public lands should be managed according to federal, state and county laws and planning board and zoning regulations.

Cultivation may be allowed on lands found to be in LCC III or better by a level I Soil Survey. This survey will identify best farming practices, most desirable crops and other information on which to base land use decisions. Cultivation should not be allowed unless good farming practices are applied. Harvesting of hay is less detrimental to watershed than cultivation and may be allowed on LCC (selected) VI or better soils.

Vehicles used in minerals exploration will be allowed under the District's mineral/oil and gas exploration policy.

Decision: WT-2.4 (Page 63)

Off-road vehicles (ORVs) should be confined to other areas suitable to hill climbing, racing, etc. By confining ORVs to those areas, watershed values on wind and water erosion susceptible areas may be protected. Vehicles should be confined to established roads and trails with appropriate walk-in areas.

Decision: WT-2.5 (Page 63)

Access roads, trails and fire lands should be kept at a minimum. Fire rehabilitation is to begin immediately following the fire, followed with maintenance and reseeding the following spring where needed.

Decision: WT-2.6 (Page 63)

Topsoil should not be removed when constructing fences or access trails on sensitive soils.

Decision: WT-2.7 (Page 63)

In addition to recommendation WT-1.4, roads constructed on sensitive soils will be designed to prevent concentration of surface water, and will include erosion and water control structures.

Rationale: (WT-2.1 through 2.7)

BLM policy requires resources to be managed on a sustained yield basis and to maintain soil productivity and water quality. These recommendations, if implemented would improve soil productivity, reduce flooding and erosion severity, improve air and water quality in line with BLM guidelines, FLPMA and other public laws. Implementation of the specific recommendations would control non-point source water pollution and recognize that certain soils need special considerations because of inherent limitations. It is essential that these recommendations be followed, especially on areas in poor watershed condition or areas in need of rehabilitation.

Decision: NWT-3.1 (Page 63)

Where deemed necessary to graze livestock on floodplains and riparian habitat areas during the months of April, May, and June, proper grazing management should be used in conjunction with soil, watershed, and plant phenology capabilities and requirements. These practices must include deferment, rest or alternating use on floodplains and riparian habitats. Salting, construction of reservoirs, pipelines and other range related projects should be discouraged in W-3 areas. Particular management emphasis should be placed on areas currently in fair or poor conditions.

Decision: WT-3.2 (Page 63)

Continue to allow ORV use for mineral exploration, applying stipulations for resource protection where the situation warrants.

Alternate sources of coal, sand and gravel and other minerals should be explored before riparian and floodplain areas are developed.

Rights-of-way will continue to be issued in a timely manner in accordance with the 60-day processing and issuing grant policy. Rights-of-way that involve significant surface disturbance should not be allowed during wet periods to minimize impacts.

Decision: WT-3.3 (Page 64)

Farming practices (as stated under W-2) will be conducted so as to prevent nutrient, sediments and pesticides from entering streams. A 150 foot setback between field and streams is needed. Dikes, water control structures and contour plowing will be constructed as needed in a case by case basis.

Decision: WT-3.4 (Page 64)

Range improvements (other than reservoirs) generally will not be located in riparian habitat or floodplain areas. Salting for livestock and wildlife will not be allowed in floodplain areas or reservoir spillways. Wells, fences and other range improvements may be located on low benches nearby however. Waterspreaders, reservoirs, dikes and ditches may be located on floodplain areas. Fences must cross streams and floodplains at right angles or parallel one side of a stream 150 feet distant from the stream. Fences will be constructed or so designed as to prevent debris from collecting and closing the channel.

Decision: WT-3.5 (Page 64)

Mining or construction on floodplains should be avoided unless there is no other alternative. Alteration of stream channels and dredging of stream bottoms for sand and gravel should not be allowed. Alternate sources for sand and gravel should be explored (utilizing soil surveys) and used before W-3 areas are utilized.

Decision: WT-3.6 (Page 64)

Removal of living trees and other vegetation from channels and floodplains should be kept to a minimum. Dead tree removal may be necessary to improve flow capacity. Manage to protect, introduce and establish streamside vegetation on streams on public lands that have been determined as having floodplains and/or riparian habitat and are in need of protection.

Rationale: (WT-3.1—3.6)

Executive Order 11990 and BLM Manuals 7240.60, 7221.2 and 5740.23A call for floodplain management and protection. Surface and ground water supplies are the primary sources of water for both human and livestock consumption. Channel stability and streambank/riparian vegetation retard and lessen flooding severity. In addition, channel integrity and water quality are improved by protecting and enhancing bottomlands. Prevention of grazing and vehicle travel on wet flood-

plain soils will reduce soil compaction, improve root penetration, and lessen erodibility to reduce streambank damage. Management of floodplains is particularly important to water quality and reduction of sediment loads.

Decisions: WT-4.1 and 4.2 (Page 64)

Soil and hydrologic information will be used in location and design of range related projects through application of the 9101 Manual. The projects include the design, location and maintenance of reservoirs, pipelines, fences, dikes, wells, springs, or other projects that require soils and hydrologic data.

Soils and hydrologic information will also be used in the location and design of roads and trails.

Rationale: (WT-4.1 and 4.2)

Many of the previous BLM range projects have been constructed without hydrologic and soils input. These projects are failing or require extensive maintenance relatively early in project life. Use of soil-hydrologic data can lead to proper project location and design, eliminate expensive repair and waste of time and money.

Decision: WT-5.1 (Page 64)

Water quality, streambank and channel characterization, and ground cover need to be monitored on watersheds for input into the District's grazing, coal, wildlife, and watershed programs.

These watersheds have been identified on MFP maps but are not included on the summary maps due to their large scale.

Decision: WT-5.2 (Page 64)

There are eight streams needing discharge measurements to determine instream flow needs for fish spawning. These creeks are shown on the MFP maps but are not included on the summary maps due to their large scale.

Decision: WT-5.3 (Page 64)

Climatic data to include air quality will be collected for potential coal development areas. Precipitation and temperature data will also be collected at soil drought monitoring sites. The MSO air specialist will direct the data collection.

Decision: WT-5.4 (Page 64)

BLM should continue in assisting SCS in the planning area in completing Level II soil surveys on public lands. This will include updating existing soil surveys as new information becomes available.

Rationale: (WT-5.1 through 5.4)

Baseline data provides the means by which to assess the influence of activities on air, water and soil resources. Such inventories are also needed to provide technical input on water developments, filling water rights,

mine land reclamation, instream flow, climate, range projects, and vegetation surveys. Monitoring is necessary to assure compliance with Montana's 208 Water Quality Management Plans, court mandated grazing EISs and the federal coal leasing program. Knowledge of the flow of particular streams is necessary to protect fisheries and to provide some basis in applying for water rights for instream flow. Level II soil surveys are needed for allocating vegetation, land use planning project analysis, hydrologic responses and other land management needs.

Decision: WT-6.1 (Page 65)

When requested by local government, a disposal area plan should be cooperatively developed to locate suitable dumping sites and locations on public lands. This will include geology, ground water and soils (Level I) information to determine the suitability of the site.

Rationale:

Uncontrolled dumping, storage and/or burial of toxic materials on public lands will lead to the lowering of soil productivity, water and air quality and other watershed values. Disposal areas are considered a long term use of public lands and areas can be designated where compatible with long term land use.

WILDLIFE

Decision: WL-1.1 (Page 71)

Conduct inventories of the game and nongame fisheries and wildlife resources in the Circle Southwest KRCRA prior to any mineral leasing activity.

Rationale:

These inventories will allow the BLM to comply with the regulations for federal coal management. Without the information, the unsuitability criteria cannot be applied and no federally owned coal could be leased.

Decision: WL-2.1 (Page 71)

As important wildlife areas are identified, analyze the opportunities and capabilities of these areas. If they meet anticipated demand and use, initiate purchase, easement or exchange to consolidate these important wildlife habitats into public ownership.

Rationale:

Many important wildlife areas are on private lands. With the increased emphasis on range improvement and intensified agriculture, their value for wildlife is in jeopardy. Loss of important habitat often results in loss of wildlife populations. Public ownership of these areas will ensure protection, maintenance, and improvement of important habitats.

Decision: WL-2.2 (Page 71)

Create wetlands habitat to enhance the prairie diversity for waterfowl and associated species.

Decision: WL-2.3 (Page 71)

Develop a diverse warm and cold water fishery by reservoir construction and subsequent stocking.

Rationale: WL-2.2 and 2.3

By developing new wetlands and reservoirs, the overall carrying capacity for waterfowl and fisheries can be increased. This type of habitat development benefits all types of wildlife and will help to meet the increased demand on wildlife indicated by the Planning Area Analysis.

Decisions: WL-3.1, 3.2 (Page 71)

In the Jordan-North Rosebud Planning Area, placing fish shelters in reservoirs and planting of aquatic, emergent and riparian vegetation will be used to improve fisheries habitat quality and quantity.

Decision: WL-3.3 (Page 71)

Where suitable sites exist, construct waterfowl nesting islands, platforms, baskets or boxes during the construction of new reservoirs or the repair of old reservoirs. Institute grazing systems or partially fence to provide residual shoreline nesting cover.

Decisions: WL-3.4, 3.5, 3.6 (Page 71)

Provide artificial nesting sites for raptors where this is a limiting factor. Enhance raptor habitat by artificially creating perches or roosts in treeless terrain. Require new powerlines to be constructed to protect raptors and other large perching birds from electrocution. Require modification of existing lines if high mortality is occurring.

Decision: WL-3.7 (Page 71)

Plant food and cover crops at sites managed intensively for terrestrial wildlife.

Recommendation WL-3.8 was not carried forward as a Multiple Use Recommendation.

Decisions: WL-3.9 and 3.10 (Page 71)

Install bird escape ramps in new and existing stock-watering tanks and develop new water sources to regulate livestock distribution while providing additional water sources for fish and wildlife.

Rationale: WL-3.1 through 3.10

Wildlife populations are often controlled by some limiting factor in their habitat which controls their expansion or spread. By removing or compensating for these limiting factors, the carrying capacity and security of wildlife populations and habitat can often be enhanced.

Authority for the BLM's management policy and posture in this regard is defined or implied in the Master Memorandum of Understanding between the BLM (Montana) and the Montana Department of Fish, Wildlife and Parks, as well as the Sikes Act, Endangered Species Act, Fish and Wildlife Coordination Act, Federal Lands Policy and Management Act, and the National Environmental Policy Act.

Decisions: WL-4.1 and 4.2 (Page 71)

Prohibit mining, dredging and channelization of streams and water bodies to protect wetland-riparian areas and allow no surface occupancy for oil and gas exploration within 500 feet of small water bodies and streams nor within 1000 feet of large water bodies and streams.

Decisions: WL-4.3 and 4.4 (Page 72)

Occupancy for surface disturbance purposes will be restricted or limited by time-of-year or distances in known crucial habitats such as raptor nest sites, deer, antelope and sage grouse wintering areas and grouse breeding areas.

Decision: WL-4.5 (Page 72)

Establish protective measures around hazards such as oil well reserve pits to safeguard wildlife.

Decision: WL-4.6 (Page 72)

In accordance with the BLM Prairie Dog Management Policy, minimize surface disturbances in prairie dog towns, allow dog towns to remain where damage to other resources is not occurring, but limit expansion and use chemical control only when towns have been certified ferret free.

Decision: WL-4.7 (Page 72)

Identify and reserve minimum instream flows and water levels in cooperation with the Mont. Dept. of Fish, Wildlife, and Parks to maintain water quality and quantity of the aquatic ecosystems.

Decisions: WL-4.8, 4.9 (Page 72)

As funds and manpower permit, fence fishing reservoirs and institute grazing systems to provide residual vegetation for water quality maintenance. Maintain vegetative cover on contributing watersheds as recommended by Watershed 1.1, 2.1, and 3.1 to maintain water quality.

Decision: WL-4.10 (Page 72)

Maintain woody draws and riparian bottoms in good condition. Where deterioration is occurring, institute grazing systems to allow for regrowth or erect fences if the grazing systems are not effective.

Decisions: WL-4.11, 4.12 (Page 72)

Continue current vegetation allocation to provide sufficient quantities of vegetation for consumptive use by

deer, antelope and sage grouse on summer and winter ranges. Monitor important brush species to assure over utilization does not occur.

Decision: WL-4.13 (Page 72)

Manage to obtain or maintain good ecological range condition in the Planning Area. This will provide residual vegetation for nesting and escape cover needed by birds, small mammals and reptiles.

Decision: WL-4.14 (Page 72)

Fences on public lands will be located and designed to minimize restrictions on wildlife movements. Plan pasture sizes as large as possible to minimize the amount of fencing.

Decisions: WL-4.15 and 4.16 (Page 72)

Maintain and protect trees used by nesting raptors and colonial birds and snags used by cavity nesting birds and mammals. Maintain two snags per acre of 12-inch or greater diameter in harvest areas. Fight wildfires aggressively in timbered areas.

Decisions: WL-4.17 and 4.18

Assure that the Clean Water Act and watershed guidelines are adhered to in mechanical land treatments, herbicide and pesticide spraying. Control noxious weeds on public land using the least damaging methods.

Rationale: WL-4.1 through 4.18

The principal controlling factor of most wildlife populations is the quantity and quality of the habitat (both aquatic and terrestrial). If the natural habitat and ecosystem relationships can be maintained at a level where there is no significant deterioration, fisheries and wildlife populations will flourish.

This concept of maintaining ecosystem integrity is implied and/or endorsed and mandated by the Taylor Grazing Act; the National Environmental Policy Act; Federal Land Policy and Management Act; Fish and Wildlife Coordination Act; Endangered Species Act; the Sikes Act; the Master Memorandum of Understanding between the BLM and the Montana Department of Fish and Game; Federal Water Pollution Control Act; Watershed Protection and Flood Prevention Act; Water Quality Act; Clean Water Restoration Act; Public Land Administration Act; Federal Insecticide, Fungicide and Rodenticide Act; Federal Environmental Pesticide Control Act; and the Toxic Substances Control Act.

Decisions: WL-5.1 and 5.3 (Page 72)

If multiple use management is not sufficient to protect identified endangered species habitat, those public lands may be declared an ACEC and managed to protect those public lands from any uses which would jeopardize these habitat values. Stringent law enforcement

ment measures will ensure protection of endangered species habitat.

Decision: WL-5.2 (Page 72)

BLM will participate in recovery plan implementation for endangered species on public lands in accordance with identified time frames.

Rationale: WL-5.1 through 5.3

Endangered species are those that require some special management consideration to maintain or sustain their populations at stable or improving levels. Many of these species have suffered as a result of past human abuses or encroachment. To safeguard endangered species habitat, special management emphasis and measures are directed toward these habitat areas. Authority for this management emphasis is derived from the Endangered Species Act, Federal Land Policy and Management Act, and National Environmental Policy Act.

Decision: WL-6.1 (Page 73)

Habitat management plans (HMPs) will be developed on areas identified as meeting qualifying criteria.

Rationale:

By developing HMPs on areas to be intensively managed for wildlife, emphasis and priorities can be identified and programmed for the benefit of wildlife habitat and population.

Recommendation WL-7.1 was not carried forward as a Multiple Use Recommendation.

Decision: WL-7.2 (Page 73)

Improve access by instituting S-60 agreements, rights-of-way and legal access agreements as demand and opportunities become available.

Rationale:

Access to public lands will encourage adequate harvest of game animals to maintain the herds consistent with available forage. The recreational potential of all fish and wildlife will be realized.

Decision: WL-7.3 (Page 73)

Those wildlife species commonly known as predators will be recognized and managed for the public benefit. Excessive damage to livestock or game animals on public lands will be controlled only as necessary by the appropriate state or federal agency in accordance with a comprehensive plan which safeguards the overall ecosystem welfare.

Rationale: WL-7.2 and 7.3

Wildlife species known as predators are necessary in the wildlife community to help maintain proper balance and variety. These animals meet local and regional demands for wildlife based recreation (sport hunting, fur trapping, photography, etc.). To ensure the safety of

the public and to prevent unnecessary killing of animals other than the target species, all control work must be competently supervised. A planned approach to administration of animal damage control measures on public lands will consider the welfare of the ecosystem at large and efforts can be directed to specific problems. This approach is supported by the Migratory Bird Treaty Act, Bald Eagle Protection Act, NEPA, Federal Insecticide, Fungicide and Rodenticide Act, Federal Environmental Pesticide Control Act, Toxic Substances Control Act, Endangered Species Act and Executive Orders 11643, 11870, and 11917 (Environmental Safeguards on Activities for Animal Damage Control).

RECREATION

Decision: R-1.1 (Page 73)

Inventory areas described below to determine their access potential.

Yellowstone—T7N, R38E, S½ Section 32
T6N, R39E, NE¼NE¼ Section 18
T6N, R44E, NW¼NW¼ Section 10

Musselshell—T13N, R30E, W½NE¼ Section 26
and SW¼SW¼ Section 17
T15N, R30E, SW¼SW¼ Section 34
T16N, R30E, NE¼SE¼ Section 30
and N¼SW¼ Section 28

Decision: R-1.2 (Page 74)

Establish management regulations which would adequately protect all investments and qualities of recreation sites when developed.

Grazing should be eliminated on recreation sites and no vegetation should be removed.

Rationale: R-1.1 and 1.2

Only 7.8% of the land in this area is under BLM management. With this limited surface resource, very little can be done to make changes in the existing situation. This then makes river based recreation very important.

Visitor useage on either the Yellowstone or Musselshell Rivers could increase and make development of some access points necessary.

Decision: R-2.1 (Page 74)

All wildlife recommendations which relate to wildlife habitat should be supported for their recreational benefit.

Decision: R-2.2 (Page 74)

Maintain close coordination with Montana Department of Fish, Wildlife and Parks.

Rationale: R-2.1 and 2.2

Hunting represents the majority of all recreation activity in the planning area; its support is very important.

Wildlife habitat directly relates to the hunting recreation experience. The maintenance of one enhances the other.

This agency is directly responsible for management of the game populations on BLM land.

Decision: R-3.1 (Page 74)

All public lands in the Jordan-N. Rosebud Planning Area should be designated open to ORV use, except in locations where conflicts exist with other activities.

Rationale: R-3.1

ORV activities have been identified in some parts of the area and are presenting some degree of undesirable results. Proper inventory and designation should be made.

Since the vast majority of land in this area is privately owned, proper ORV management will add to good relations with these private land owners, while only curtailing ORV use in minor ways.

Decision: R-4.1 (Page 74)

The S-60 program should be expanded where significant benefits could be realized.

Decision: R-4.2 (Page 74)

When needs have been identified, contact should be initiated with land owners involved.

Decision: R-4.3 (Page 74)

As a first priority, identify access needs along the Yellowstone and Musselshell Rivers.

The second priority should be to identify high quality hunting areas with access problems. Areas of critical erosion should be avoided, or suitable construction techniques employed.

Rationale: R-4.1 through 4.3

The diffuse land ownership pattern renders much of the BLM land inaccessible for recreational use. The situation results in over-use of accessible areas and presents harvest problems.

As hunting pressure expands, the S-60 program can help distribute the burden more evenly.

Each situation requiring improved access should be treated as an individual problem and solved completely on a case by case basis.

The rivers are by far the most potential but inaccessible recreation resource in the area. Hunting is the highest recreation demand.

VISUAL RESOURCE MANAGEMENT

Decisions: VRM 1.1, 1.2, 1.3 and 1.4 (Page 79)

Perform a contract rating on all Bureau development projects on class I, II, III and IV, VRM lands and adhere to VRM constraints where feasible.

The following are constraints listed by Land Class:

LC-I—requires that management activities be limited to natural ecological changes.

LC-II—requires that management activities be subordinate to natural landscape and blend, unseen by casual observers, roads, above-ground utility systems, ORV use, and surface mining/drilling shall be discouraged.

LC-III—requires that while management activities may be evident to a casual visitor, they must subordinate to natural scene.

LC-IV—management activities may be visually apparent.

Rationale: VRM-1.1 through 1.4

The Musselshell Breaks WSA as a special area was assigned a LC-I designation.

The combination of stream riparian zones and travel routes accounted for all the LC-II and III designations in the area.

WILDERNESS

Decision: W-1.1 (Page 79)

Recommend that the Musselshell Breaks WSA be designated a component of the National Wilderness Preservation System. (Preliminary Recommendation, subject to modification in subsequent wilderness EIS.) If the WSA is not designated a component of the wilderness system, then the area will revert to multiple use management.

Rationale: W-1.1

FLPMA, Sec. 603(a) and (b) requires that WSA suitability or nonsuitability for wilderness designation be recommended to Congress through the President by 1991.

The appropriate recommendations also logically require procedures for proper management.

This area was inventoried for wilderness characteristics during the fall of 1978 and found to contain necessary components. It was subsequently designated a WSA by virtue of the Montana State Director's final Wilderness Inventory Decision dated May 7, 1979.

Decision: W-1.2 (Page 79)

Recommend that all inholdings within the perimeter of the Musselshell Breaks WSA be acquired by purchase or exchange.

Rationale:

Sec. 5(c) of the Wilderness Act authorizes the Secretary to acquire privately owned land within the perimeter of a wilderness area if (1) the owner concurs in such acquisition and (2) the acquisition is specifically authorized by Congress.

Decision: W-1.3 (Page 79)

ORV activities should be limited to existing vehicle ways, (as designated by wilderness inventory) except as specifically authorized.

Rationale:

This action is required by FLPMA and Bureau Policy to maintain the wilderness integrity.

Decision: W-1.4 (Page 79)

Manage the Musselshell Breaks WSA MT-024-677 consistent with the Interim Management Policy and Guidelines for Lands Under Wilderness Review (dated 12-12-79) until action by the Congress.

Rationale: W-1.2 through 1.4

The FLPMA of 1976, Sec. 603(c), states that during the period of review . . . the Secretary shall continue to manage such lands . . . in a manner so as not to impair the suitability of such areas for preservation as wilderness.

CULTURAL RESOURCE MANAGEMENT

Decision: CRM-1.1 (Page 80)

Continue Class II inventory of public lands throughout the planning unit as priorities and funds permit.

Decision: CRM-1.2 (Page 80)

Study selected sites through testing, data recovery, and analysis to better understand the nature of cultural resources for management purposes.

Rationale: CRM-1.1 and 1.2

If cultural resources on public lands are to be managed by BLM, basic inventory data are essential. These data allow the agency to identify conflicts which may arise between cultural resource management and the management of other resources. That these conflicts must be taken into account in the decision making process is mandated by the Historic Preservation Act of 1966 (P.L. 89-655) as amended in 1976 (P.L. 94-422), Executive Order 11593, the Federal Land Policy and Management Act of 1976 (FLPMA), the National Environmental Policy Act of 1969 (NEPA), Departmental Regulations, and BLM Policy. The information gained through inventory will be used to comply with this legislation and guidance by providing data essential to agency plan-

ning efforts, various environmental impact analyses, and cultural resource preservation or use plans.

Limited research is required to manage cultural properties as outlined under Recommendation: CRM-1.3

Decision: CRM-2.1 (Page 80)

In all areas of the planning unit not previously inventoried for cultural resources, conduct Class III surveys of proposed project areas prior to Bureau initiated or Bureau licensed or permitted surface disturbing activities. Class III survey is an intensive on-the-ground search for cultural properties.

Decision: CRM-2.2 (Page 80)

Within the Musselshell Breaks Wilderness Study Area, conduct Class III inventory at access points and in areas of suspected high site density, particularly Musselshell River frontage.

Decision: CRM-2.3 (Page 80)

Conduct Class III inventories prior to approval of any land disposal or exchange.

Decision: CRM-2.4 (Page 80)

Nominate to the National Register those cultural resources which appear to qualify for placement on it. Prepare activity plans on these sites to ensure proper management. Begin with testing and further evaluation of sites 24 RB 34.

Decision: CRM-2.5 (Page 80)

Protect the integrity of significant cultural resources which are deteriorating due to natural processes or man-caused destruction as they become known. To better understand the process of natural deterioration of arroyo bison traps, excavate the Koepke Kill.

Decision: CRM-2.6 (Page 80)

Initiate data recovery on sites which are deteriorating from natural processes or man-caused destruction when attempts to stabilize disturbance or halt destruction are not effective.

Rationale: CRM-2.1 through 2.6

Cultural resources have value primarily because of the information which can be derived from their study regarding past cultural systems. Study of prehistoric and historic sites can yield information about how cultures were organized, how they related to and interacted with other cultures and their environment, and how and why they changed in response to these interactions. Many of the sites also have value because they are related to our national heritage or the heritage of specific segments of American society.

Congress formally recognized the importance of these values when it passed the Historic Preservation Act of 1966 (P.L. 89-665). The law declares that "the spirit and direction of the nation are founded upon and reflected

in its historic past and that the historical and cultural foundations of the Nation should be preserved as a living part of our community life and development in order to give a sense of orientation to the American people." Thus, the 1966 Act calls for the preservation of cultural resources. Expanding on the provisions of previous legislation, Executive Order 11593 established the policy (Section 1) that "the Federal Government shall provide leadership in preserving, restoring, and maintaining the historic and cultural environment of the National Agencies of the Executive branch shall . . . initiate measures necessary to direct their policies, plans and programs in such a way that federally owned sites, structures, and objects of historical, architectural or archaeological significance are preserved, restored and maintained for the inspiration and benefit of the people . . .".

Decision: CRM-3.1 (Page 81)

Monitor all cultural resource research on public lands within the planning unit through stipulations to Federal Antiquities Permits.

Rationale: CRM-3.1

Same as CRM-1.2. Also, the 1906 Antiquities Act established criteria for evaluating who may do cultural resource research on public lands. "The Department of Interior may grant Federal Antiquities Permits for research to be conducted for the benefit of reputable museums, universities, colleges, or other recognized scientific or educational institutions, with a view to increasing the knowledge of such objects, and that the gatherings shall be made for permanent preservation in public museums."

Decision: CRM-4.1 (Page 81)

Evaluate the potential of cultural resources for legitimate recreation uses.

Rationale:

The Bureau's 1603 recreation policy statement includes the long term objective of providing for the public use and development of cultural resource values where such development is consistent with preservation goals.

SUPPORT ACTIVITIES

Decision: FI-1.1 (Page 81)

Initiate formal Protection Agreements with local Rural Fire Departments to protect the tracts of public lands which cannot be effectively or efficiently manned from the BLM District Office in Miles City.

Eliminate use of heavy equipment on slopes greater than 20% or when soil moisture is relatively high, except to protect human life or valuable structures. Where fire suppression has caused potentially erosive conditions, rehabilitate that same season.

Rationale: FI-1.1

Due to light flashy fuels and long travel distances, many fires cannot be manned effectively or efficiently from the BLM District Office in Miles City. Therefore, the BLM must rely on local fire suppression. In fighting fires, watershed values must be protected to prevent future erosion problems.

Decision: A-1.1 (Page 81)

Provide legal and/or physical access to public lands, for administrative and public use where legitimate needs have been identified and resource values properly evaluated.

Rationale: A-1.1

Land ownership in the Jordan-North Rosebud Planning Area constitutes approximately 7.8% of the surface ownership. Access is needed to make valuable public resources in applicable areas available for public use and enjoyment. The authority to acquire access to public lands consistent with applicable land use plans is provided by Section 205 of the Federal Land Policy and Management Act of 1976.

ERRATA

NEW PRAIRIE MFP

Pages 9-14, change the titles of Maps three, four, and five to read: "Potential Farmland Currently Administered by the BLM".

Pages 22-23, in the title to Tables II. B-6A and II. B-6B, substitute: "Highlighted" for "Eliminated".

Page 22, in Table II. B-6A, under "KRCRA Area and Average Coal Thickness (ft)", Carlyle should be 4.6.

Page 25, delete entire "Multiple Use Conflicts" column and change figures under "Total" column to:

Carlyle—2,050 Acres/16.5 Million Tons

Circle SW—6,682.5 Acres/85.4 Million Tons

Custer Creek—9,180 Acres/231.3 Million Tons
(Note: If the Terry Badlands WSA is not designated by Congress as a Wilderness Area, this portion of the Custer Creek KRCRA will be available for further consideration, pending further study.)

Ismay—9,859.5 Acres/86.4 Million Tons

Knowlton—279.5 Acres/4.3 Million Tons

Lame Jones—279.5 Acres/4.3 Million Tons

Total—28,142 Acres/427.0 Million Tons

Pages 45-50, delete: Maps 7, 8, 9, 10, 11 and 12. Refer to maps 13, 14, 17, 20, 23, 26, 28, and 20 for depiction of areas carried forward for further consideration, pending further study, and areas eliminated from further consideration.

Pages 43, 55, 65, 75, 85 and 96, add to the discussion under Multiple Use Conflict: "The areas shown are highlighted for Regional Coal Team consideration as areas containing important multiple use values, the temporary loss of which might be at risk if they were included in a decision to lease. Other factors being equal, these areas should be given a lower priority for leasing."

JORDAN-NORTH ROSEBUD MFP

Pages 9-12, change the titles of Maps 3 and 4 to read: "Potential farmlands currently administered by the BLM".

Page 25, second column, last sentence of second paragraph, substitute: "be highlighted as areas in which there are resource values at risk, in future coal leasing activities", for "not be carried forward for further consideration for leasing".

Page 29, Table II. B-3, substitute: "Highlighted" for "Preliminarily Dropped From Consideration" in the title. Footnote 3, substitute: "Highlighted" for "Dropped".

Page 30, Table II. B-4, delete: "Multiple Use Conflicts", from the title, delete the entire "Multiple Use Conflicts" column and change the figures under "Total" column to: 333 acres/4.6 Million Tons.

DRAFT MFP COMMENTS AND RESPONSES

NEW PRAIRIE MFP

UTAH INTERNATIONAL INC.

380 CALIFORNIA STREET • SAN FRANCISCO, CALIFORNIA 94104
 (415) 398-2800 • (415) 398-2801 • (415) 398-2802

2 April 1982

Mr. Ray Rubacher
 District Manager
 U.S. Department of the Interior
 Bureau of Land Management
 Miles City District Office
 P. O. Box 940
 Miles City, Montana 59501

REFERENCE: Draft New Prairie Management Framework Plan Summary

Dear Mr. Rubacher:

Utah International Inc. (Utah) is the owner of mineral leases in the Junction Coal Area of the Big Dry Mountain Area, New Prairie Management Framework Plan (MFP) Area. This letter is submitted by Utah in response to the Bureau of Land Management's request for technical comments on the Bureau's November 1981 draft of the MFP summary for this resource area.

It is our understanding that the wildlife, soils and reclamation data required to adequately assess the proposed multiple use conflicts are unavailable at this time. We take this opportunity to express our interest and concern in this area, and plan to submit additional comments as further information becomes available.

Utah's interest involves the following leased sections: 27N 35E, Sec. 9, T1N 35E, Sec. 23, N/2 33, and 28N 35E, Sec. 1 and 11.

The MFP proposed plan would preclude mining in sections 1 and 11, which private coal underlies federal surface. Utah's coal reserves in these sections, calculated to 150 feet of cover, total 21 million tons (see Area on Map 31 entitled Multiple Use Resource Conflicts with Federal Coal). We found this map title to be misleading because it also addresses the effects on private coal under federal surface.

A major reason given for the multiple use conflicts in the Junction KRCA is the presence of turkey habitat. The Bureau of Land Management has concluded that this habitat cannot be

Page 2

reclaimed, and that by allowing mining, an irreversible commitment of wildlife resources would be made. Utah recognizes the importance of the mixture of rangeland, alfalfa fields and grain fields, as turkey habitat, but maintains that these areas can be successfully reclaimed. Current reclamation work at operating mines in Montana shows that it is possible to reclaim these areas with proper reclamation technology, and this will provide valuable new information.

It is Utah's position that it is inappropriate for MFP planning to preclude mining of these areas at this point in the development process since the necessary environmental baseline studies (e.g., vegetation, soils and wildlife) have not yet been conducted. These studies will provide the site-specific information on the biological characteristics of the turkey habitat. This information can then be used to accurately assess the proper development strategy for the Junction KRCA.

We also recognize that reclamation of the timbered areas of the Junction KRCA would require special reclamation techniques compared to the surrounding rangelands. We do not share the MFP's view, however, that state reclamation laws would severely limit or preclude mining of timbered areas. It is our understanding from the Montana Department of State Lands that timbered areas can be mined under state law as long as native trees are re-planted and they are reclaimed with proper forestry management. Personal communication, Mr. Grace Hayden, Montana Department of State Lands, 26 March 1982. Obviously, the time span to achieve the pre-mining native state would be significantly longer than the time required for grasslands.

Mined land reclamation of forested areas is practiced in the United States, (e.g., the Centralia Mine in Washington and in the eastern U. S.), and research on a Montana mine site to develop better techniques for the successful establishment of Ponderosa Pine is currently under study at the University of Montana. (See The Soil and Ecology of Establishing Ponderosa Pine on Reclaimed Lands, G. Stark, School of Forestry, University of Montana, Missoula, MT, 1981). Presented at the Symposium on Surface Coal Mining and Reclamation in the Western United States. Stark also presented the mining of these areas, we propose that the MFP stipulate as a condition of mining that all forested areas be reclaimed in a manner acceptable to the Montana Department of State Lands.

Page 3

In conclusion, we would welcome the opportunity to meet with you to discuss these and other issues in the near future.

Sincerely,

Super S. Nelson
 Manager
 Environmental Quality Department

REMARK

cc: Mr. Grace Hayden
 Reclamation Chief
 Montana Department of State Lands

a

Comment noted.

b

We agree that the map title is misleading in that it also addresses private coal under federal surface. The title has been changed, see errata. Our planning must, of course, apply the coal "screens" to this ownership situation, also.

c, d, e, f

It is noted that this plan would be followed by progressively more intensive study of these areas in a regional coal environmental impact study (site specific analyses) prior to leasing and a very detailed mine plan study prior to commencement of mining. Current federal and state regulations require these further studies. Therefore, we agree that the preliminary multiple-use recommendations which proposed eliminating these conflict areas (in all of the KRCRAs) from further consideration for leasing prematurely judges successful or unsuccessful reclaimability.

In order to preserve the future options of leasing and development of valuable and extensive energy resources, the decision is made to carry forward these lands for further consideration for leasing, provided they be recognized by the Fort Union Regional Coal Team in their deliberations as containing important multiple-use values.

See Modified Multiple-Use Recommendations M-1.1 for the wording of this decision.



UNITED STATES
DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
Billings Area Office
Federal Building, Room 3036
215 North 20th Street
Billings, Montana 59101-1396

WS-000-000-001

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February 3, 1992

Mr. Ray Brubaker
District Manager
Bureau of Land Management
Miles City District Office
P.O. Box 300
Miles City, MT 59701

Dear Mr. Brubaker:

This letter responds to your formal request for consultation concerning application of unsuitability criteria #2, #12, #13, #14, and #15 for the BLM's included in the draft new Prairie Management Framework Plan.

We concur in the draft plan decision that the subject wildlife criteria cannot be applied to the Circle Southwest, Kneeling, Lone Jones, Garfield, and Islay BLM's until baseline inventory adequate to meet the requirements of the coal unsuitability criteria is available. Based on experiences in on-going leasing efforts, we strongly recommend that the required wildlife studies be funded and completed prior to commencement of coal activity planning for any of the subject BLM's.

On June 17, 1991, the Service provided our rationale and recommendations for the application of unsuitability criteria for the Custer Creek BLM. These recommendations were based on data contained in the "Terry Highlands Resource Survey and Inventory," the "Environmental Assessment" for the proposed Custer Creek prairie dog control project, the Custer Creek BLM map, and a June 4, 1991, field review of the area. We recommended the designation of eight prairie dog towns containing approximately 476 acres of land as unsuitable for surface coal mining because of the essential habitat these towns provide for several species of birds listed as " migratory birds of high Federal interest." We note that these towns, including those containing nesting burrowing owls, were not designated as unsuitable because "a proposal currently exists for prairie dog control on a number of towns in the Custer Creek drainage."

The unsuitability criteria were established to identify and protect key resource values on selected areas which would be adversely impacted or destroyed by surface mining. It seems incongruous to us that a land use planning decision affecting a wildlife resource, which has the potential to direct future coal mining in an area, would be deferred pending outcome of a "land treatment proposal." The Service would like to see the Criterion #14 unsuitability land use decision made prior to any decision as to a specific land use treatment proposal for this area. In this regard, our attached June 17, 1991, recommendations are still appropriate.

We are pleased to see that the Black-footed Terrestrial Recovery Plan will be adhered to as closely as possible when developing the control proposal. We recommend that these guidelines be utilized in managing the prairie dog resource in other areas covered by the RFP as well.

If you have any questions regarding our comments, please contact Dennis Christensen.

Sincerely,

Wally Brubaker
Wally Brubaker
Area Manager

cc: Director, Montana Department of Fish, Wildlife, and Parks,
Helena, MT
State Director, BLM, Billings, MT
Regional Director, USFWS, Denver, CO (ENV)

a

Comment noted. The BLM is proceeding with further wildlife studies in certain of these coal areas.

b, c

As noted in the plan, application of criterion 14 did not exclude any coal areas, pending prairie dog control work in the Custer Creek area. The relative availability of burrowing owl habitat will be assessed at a later date, and a final decision made on unsuitability exclusions, following the prairie dog control work. It should be noted that the criteria apply only to surface effects of coal mining and their applicability does not extend into other, on-going resource management activities by the BLM.

d

Comment noted and recommendation adopted.



MONTANA HISTORICAL SOCIETY

HISTORIC PRESERVATION OFFICE

225 NORTH ROBERTS STREET • (406) 449-4364 • HELENA, MONTANA 59601

January 14, 1982

Mr. Ray Brubaker, District Manager
Bureau of Land Management
Miles City District Office
P.O. Box 940
Miles City, MT 59701

Dear Mr. Brubaker:

Re: New Prairie Management Framework
Plan Summary Draft

Thank you for the opportunity to comment on the document identified above. We have our general concerns about the timing of federally required cultural resource consideration in this kind of planning effort. First, the absence of any cultural resource inventory work in all but one of the BLM's means that even general cultural resource information cannot be woven into an assessment of suitability at this time. We strongly urge that this lack of background information be corrected as rapidly as possible. Second, the conclusion in the discussion of historic lands and sites in the Custer Creek BLMRA states that, though some cultural resources have been identified but not evaluated for National Register eligibility, no ones will yet be considered unsuitable. While we endorse that most prehistoric properties will meet the exception to Criterion 1, we are not so confident that historic sites important for their historical associations, as in the case with 24P224, will meet the exception.

Please feel free to call if you have questions.

Sincerely,

Th. S. Sherry
Marcello Sherry
Deputy SDD

ds

a

Subsequent to completion of the New Prairie MFP Draft, BLM initiated a Class II cultural resource inventory across the Montana portion of the Fort Union coal region. The State Historic Preservation Office has since accepted this survey as adequate for planning purposes.

b

In accordance with the regulations defining the application of unsuitability criteria, BLM has classified sites for which we currently have insufficient data, as suitable pending further study. Subsequent application of the unsuitability criteria prior to leasing or mine plan approval may find some historic properties unsuitable.

JORDAN-NORTH ROSEBUD MFP



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UNITED STATES
DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
Billings Area Office
Federal Building, Room 3035
316 North 26th Street
Billings, Montana 59101-1396

February 6, 1992

Mr. Ray Strubaker
District Manager
Bureau of Land Management
Miles City District Office
P.O. Box 560
Miles City, MT 59701

Dear Mr. Strubaker:

We have reviewed the draft for the Jordan-North Rosebud Management Framework Plan. We agree that wildlife suitability criteria #7 through #11 cannot be applied to the Circle Southwest KSCBA at this time. Based on experience in ongoing baseline efforts, we strongly recommend that the required wildlife studies be funded and completed prior to commencement of coal activity planning for this or any other KSCBA in these planning units.

If you have questions regarding our comments, please contact Pamela Christopherson.

Sincerely,

Wally Streube
Area Manager

cc: Director, Montana Department of Fish, Wildlife, and Parks,
Helena, MT
State Director, BLM, Billings, MT
Regional Director, USFS, Denver, CO (FWS)

a

Comment noted.

b

Comment noted. We agree that these studies should be finalized prior to commencement of coal activity planning. We seek attainment of this goal within budgeting constraints.



MONTANA HISTORICAL SOCIETY
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226 NORTH ROBERTS STREET • (406) 463-4064 • HELENA, MONTANA 59601

January 18, 1992

Mr. Ray Strubaker
Bureau of Land Management
Miles City District
P.O. Box 560
Miles City, MT 59701

Dear Mr. Strubaker:

Re: Jordan-North Rosebud Management
Framework Plan

Thank you for the opportunity to review the plan identified above. We concur in the cultural resource management recommendations outlined in the plan. While we could wish, as we indicated in reviewing another management framework plan for your area recently, that sufficient inventory had been done to date to permit cultural resource data to be used in assessing areas such as the Circle SW KSCBA, we wanted to relay to you also, our continued appreciation for your district's willingness and skills to consider cultural resources to the extent possible within staff time. We suggest Terry and Don's work is great and enjoy working with them. We just know you could use more staff like them in cultural resource work.

Sincerely,

Marcella Sherry
Deputy SHPO

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Subsequent to completion of the Jordan-North Rosebud MFP, BLM initiated a Class II cultural resource inventory across the Montana portion of the Fort Union coal region. The Montana SHPO has since accepted this survey as adequate for planning purposes.

APPENDIX A

The financial costs and benefits of agricultural use in nine Fort Union mining tracts has been examined in two reports.¹ In addition, the two reports analyze the impacts analyze the impacts on mining on those agricultural operations within or partially within the tracts. "During peak mining years, the . . . net agricultural incomes would drop an average of 13.2 percent, or \$2,694 per million tons of coal mined."²

Forecasts of community and economic impacts which would probably follow a Secretarial decision to lease those same nine tracts are available in the Fort Union Coal Region site specific analyses. The cumulative impacts of leasing more than one tract concurrently are also examined.³

In both studies, forecasted changes in population and employment as well as community impacts due to leasing are made.

Agricultural and economic analysis of this detail is generally only meaningful on a coal tract, not on a KRCRA. Nevertheless, the information was considered in arriving at the MFP Step 3 decisions.

¹FORT UNION COAL—AGRICULTURAL ECONOMIC TRACT REPORTS. USDI-BLM: December 1981, and ECONOMIC IMPACTS OF THE FORT UNION COAL PROJECT ON FARMS AND RANCHERS—MONTANA AND NORTH DAKOTA. By David L. Wilson and Clyde E. Stewart; Natural Resource Economics Division; Economic Research Service; U.S. Department of Agriculture; Washington D.C. 20250; ERS Staff Report No. AGES820421, June 1982.

²op. cit. Wilson & Stewart

³FORT UNION COAL REGIONAL ENVIRONMENTAL IMPACT STATEMENT. USDI-BLM; July 1982.

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